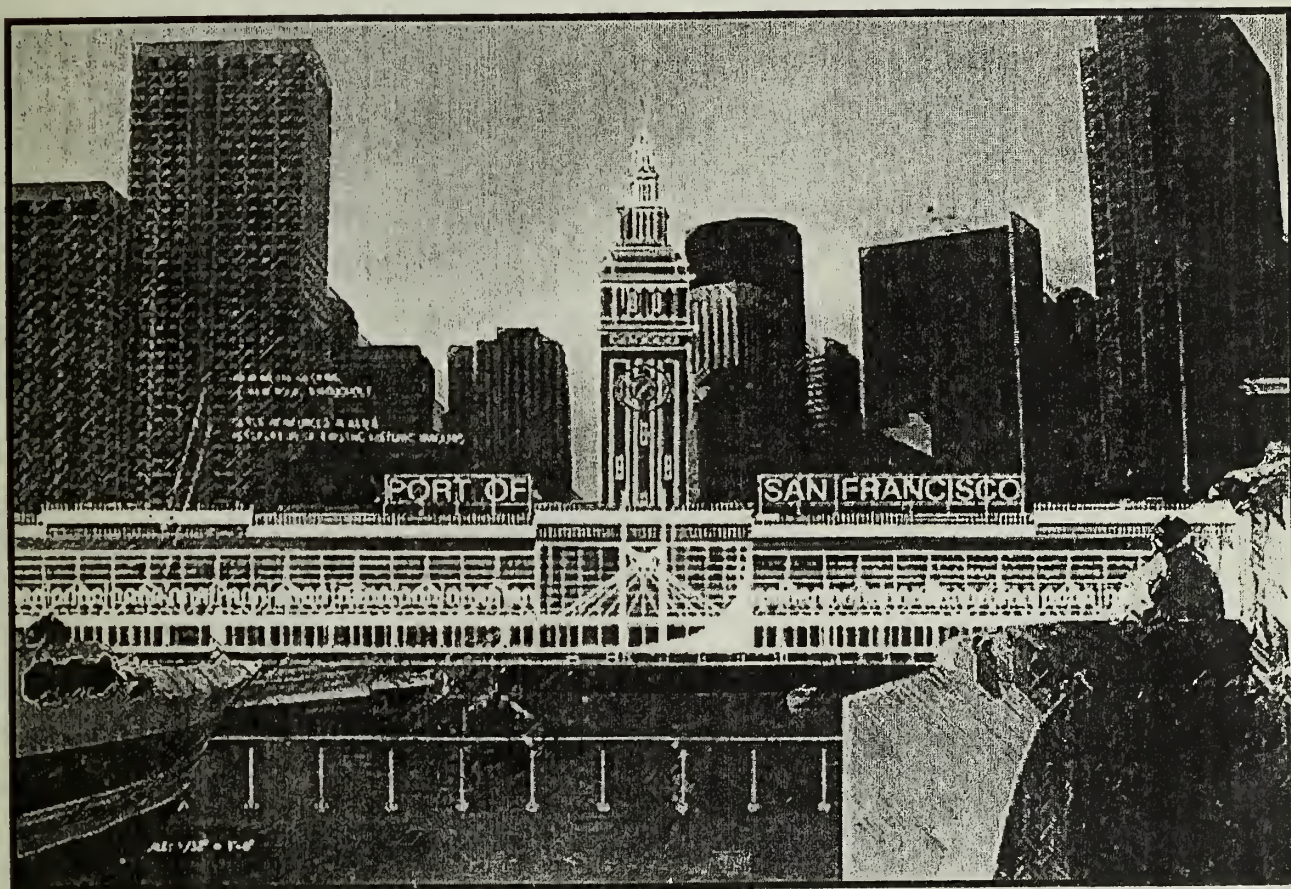


Ferry Building Renovation Project

Initial Study/Environmental Assessment (IS/EA)



Prepared for
City and County of San Francisco Planning Department
Port of San Francisco

D prepared by
Public Affairs Management

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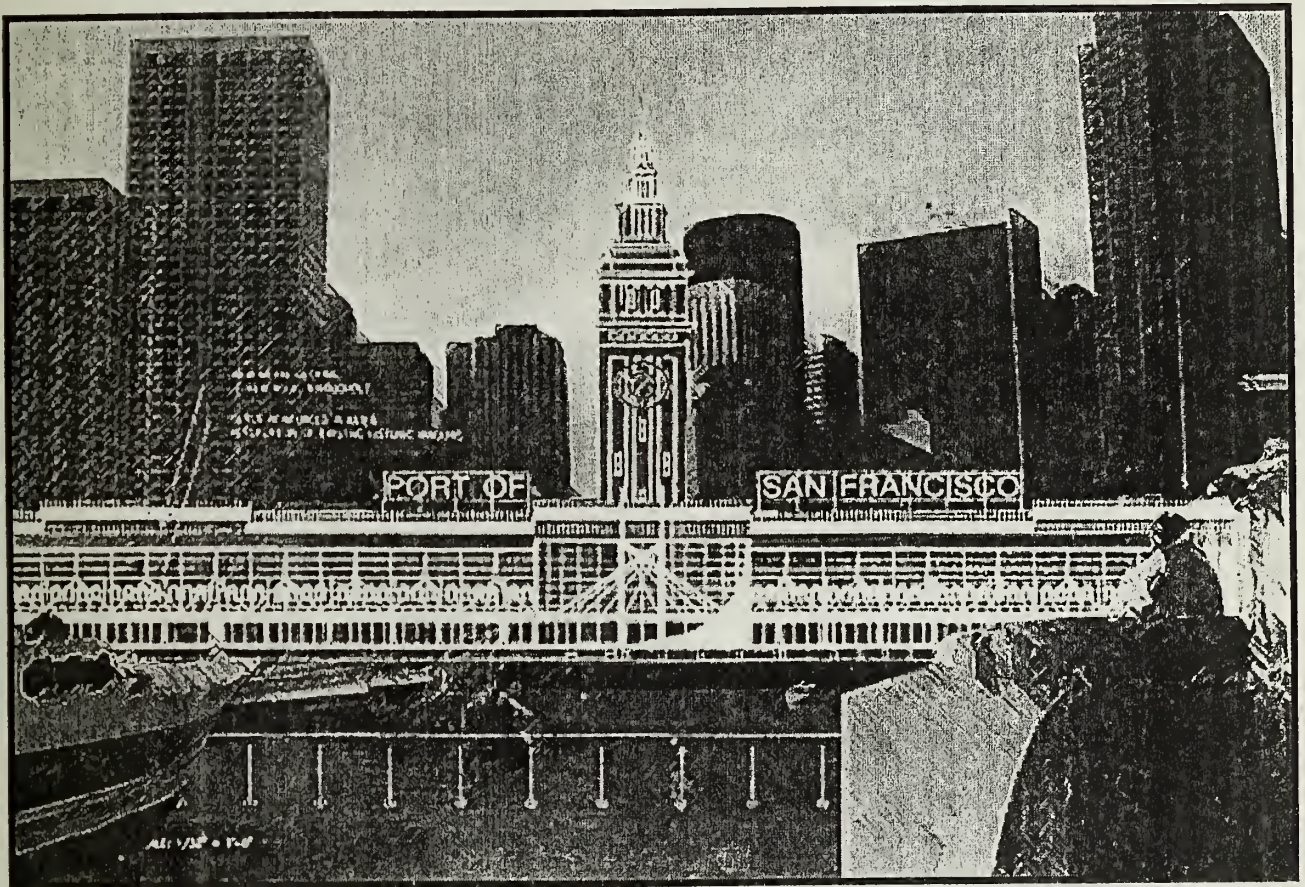
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PRELIMINARY
NEGATIVE DECLARATION

Date of Publication of

Preliminary Negative Declaration: August 8, 1998

Lead Agency: Planning Department, City and County of San Francisco
1660 Mission Street, San Francisco, CA 94103

Agency Contact Person: Lisa Posternak Telephone: (415) 558-6384

Project Title: 94.684E: Ferry Building Renovation Project

Project Sponsor: Port of San Francisco

Project Contact Person: Alec Bash, (415) 274-0539

Project Address: The Embarcadero at Market Street, San Francisco.

Assessor's Block(s) and Lot(s): Block 9900

City and County: San Francisco

Project Description: The project primarily involves the historic rehabilitation and redevelopment of the Ferry Building. All rehabilitation work will be done in accordance with the Secretary of the Interior's Standards and Guidelines for historic rehabilitation. In addition to the historic rehabilitation, the project also involves seismic and structural upgrades, mechanical improvements, transportation and public access improvements, and commercial tenant space improvements.

Building Permit Application Number, if Applicable: Not applicable.

THIS PROJECT COULD NOT HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT. This finding is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance) and 15070 (Decision to Prepare a Negative Declaration), and the following reasons as documented in the Initial Evaluation (Initial Study) for the project, which is attached:

Mitigation measures, if any, included in this project to avoid potentially significant effects:

Measures to address hazardous materials, biological resources, water quality, and cultural resources impacts: see pp. V-4, 20, and 23-24.

cc: Andrea Green (this page only)

Distribution List

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Master Decision File

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Ferry Building
renovation project :
1998.

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List of Abbreviations

ACM	- Asbestos Containing Material
AC Transit	- Alameda-Contra Costa County Transit
BAAQMD	- Bay Area Air Quality Management Department
BCDC	- Bay Conservation and Development Commission
CAAA	- Clean Air Act Amendments
CAAQS	- California Ambient Air Quality Standards
Caltrans	- California Department of Transportation
CAO	- Chief Administrative Officer
CEQA	- California Environmental Quality Act
CO	- Carbon Monoxide
FEMA	- Federal Emergency Management Administration
FHWA	- Federal Highway Administration
FTA	- Federal Transit Administration
GGBHTD	- Golden Gate Bridge, Highway Transportation District
Heritage	- Foundation for San Francisco's Heritage
HPSR	- Historic Property Survey Report
HVAC	- Heating, Ventilation, and Air Conditioning
IS/EA	- Initial Study/Environmental Assessment
LPAB	- Landmarks Preservation Advisory Board
MTC	- Metropolitan Transportation Commission
NAAQS	- National Ambient Air Quality Standards

NO _x	- Nitrogen Oxide
O ₃	- Ozone
NEPA	- National Environmental Protection Act
NO ₂	- Nitrogen Dioxide
PACM	- Presumed Asbestos Containing Material
PM ₁₀	- Particulate Matter
Port	- Port of San Francisco
SamTrans	- San Mateo Transportation District
SHPO	- State Office of Historic Preservation
SO ₂	- Sulfur Dioxide
SOMA	- South of Market Area
STIP	- Statewide Transportation Improvement Program
TEA	- Transportation Enhancement Activities
VOC	- Volatile Organic Compounds

Chapter I

Purpose and Need for the Project

The proposed *Ferry Building Renovation Project* (*Renovation Project*) is needed in order to upgrade the Ferry Building as it enters its second century by 1) rehabilitating and partially restoring important historic features of the building; 2) completing the seismic repair and strengthening of the building underway since the 1989 Loma Prieta Earthquake; 3) enhancing use of the building as a ferry terminal and transportation hub, particularly in light of the new ferry service from the building to Oakland, Alameda, and Vallejo and plans for future ferry service to other parts of the Bay Area; 4) reactivating its ground floor areas to continue the resurgence of San Francisco's waterfront; and 5) reestablishing the Ferry Building and area as an important historic and civic site following removal of The Embarcadero Freeway in 1991.

The *San Francisco General Plan*, Port of San Francisco *Waterfront Land Use Plan*, Bay Conservation and Development Commission (BCDC) *San Francisco Waterfront - Piers 7 Through 24 - Total Design Plan*, and Metropolitan Transportation Commission (MTC) *Regional Ferry Plan* and *State Transportation Improvement Program (STIP)* support the need for rehabilitation and restoration of the Ferry Building. The policies of the *Northeast Waterfront Plan (Ferry Building Subarea)* of the *San Francisco General Plan* call for reusing the Ferry Building for ground floor commercial recreation, public, and transportation uses and upper floor office, commercial recreation, and public uses; and improving access through the building to the ferries. The objectives of the *Waterfront Land Use Plan* call for preserving and restoring historic waterfront structures, including the Ferry Building, to recall historic uses and accommodate new uses. The landside improvements recommended in the *Regional Ferry Plan* include reestablishment of the Ferry Building as an intermodal transfer point, and the *STIP* includes rehabilitation of the building as a desired upgrade to the Ferry Terminal.

Preliminary design and environmental review for the proposed *Renovation Project* is being funded by grants from the Transportation Enhancement Activities (TEA) and the Federal Transit Administration (FTA). This Initial Study/Environmental Assessment (IS/EA) for the proposed *Renovation Project* was prepared in compliance with the *National Environmental Policy Act (NEPA)* and the *California Environmental Quality Act (CEQA)*. This Negative Declaration is tiered off the *Waterfront Land Use Plan Environmental Impact Report* pursuant to State CEQA Guidelines Section §15168(c).

The purpose of the proposed *Renovation Project* is to renovate and restore the Ferry Building as a transportation terminal to:

- prevent further deterioration of the building, a cultural and historic resource, by historically rehabilitating the building as an intermodal transportation and mixed use commercial center;
- increase public safety by improving the seismic stability of the building
- reduce traffic congestion and improve air quality in San Francisco by improving multimodal transit services and facilities to increase ferry and transit ridership, including improving intermodal connections between the commuter ferry terminals on the bayside of the building and other land-based transit services on the cityside of the building [Amtrak buses, Bay Area Rapid Transit District (BART), San Francisco Municipal Railway (Muni), etc.];

- improve public access and passenger facilities in and around the building by providing areas within the building for ferry and transit passenger services and circulation; improving pedestrian and passenger access between The Embarcadero Roadway and San Francisco Bay (particularly via the Downtown Ferry Terminal); reestablishing the building as a water-oriented gateway; and emphasizing the public features of the building, including public access and pedestrian and passenger walkways; and
- develop revenue-generating commercial spaces that would help maintain and operate the public and transportation service areas of the building.

Chapter II

Description of the Proposed Project

Project Summary

The proposed *Ferry Building Renovation Project (Renovation Project)* involves the following components in the Ferry Building: historic rehabilitation, seismic and structural upgrades and mechanical improvements, transportation and public access improvements, and commercial tenant space improvements. The historic rehabilitation of the Ferry Building would take into account existing non-historical conditions within and adjacent to the building, including the loss over time of original historical materials; and other limiting factors, such as current accessibility requirements. It would include renovating the exterior facades, restoring the pedestrian arcade along the length of the cityside facade, reconstructing or restoring historic staircases, repairing the exterior facade and painting the clock tower, and restoring portions of the center nave. The seismic and structural upgrades include replacing the roof, installing new fire and life safety mechanical systems, and installing additional seismic concrete shear walls. The transportation and public access improvements include creating a main hall on the ground floor for passenger access and ticketing, waiting, information, and personal services. Two land-use scenarios for the proposed *Renovation Project* are under consideration: the *Retail Scenario* and *Office Scenario*. These Scenarios are described in more detail in Alternatives Considered (Section D) of the Description of the Proposed Project (Chapter II). Regarding commercial tenant space improvements, Table 1 summarizes the existing and proposed uses in the Ferry Building under these Scenarios.

A. Project Location and Setting

For the purpose of this Initial Study/Environmental Assessment (IS/EA), the project site includes the Ferry Building and the area within its footprint. The Ferry Building is located in San Francisco on the east side of The Embarcadero Roadway, opposite the terminus of Market Street (Figures 1 and 2). The building is near the Financial District, the South of Market Area (SOMA), and the Golden Gateway and Rincon Point-South Beach Redevelopment Areas. The Ferry Building is located in a C-2 (Community Business) Zoning District, Northern Waterfront Special Use District #1, and an 84-J Height and Bulk District. The project site is approximately 9,810 square meters (m²) [105,600 square feet (ft²)] and includes Lots 000F and 000W of Assessor's Block 9900.

The east side of the Ferry Building is herein referred to as the bayside or rear of the building, and the west side of the Ferry building is herein referred to as the cityside or front of the building.

The project site does not include areas immediately surrounding the Ferry Building, such as The Embarcadero Roadway, non-roadway areas between the Ferry Building and Market Street, Justin Herman Plaza, the Ferry Terminal, Piers 1 or ½, nor the Agricultural Building. Many waterfront transportation improvement projects are currently underway in the vicinity of the Ferry Building. A description of their locations and their relationships to the *Renovation Project* is contained in Section E of this chapter.

Table 1. Area of Existing and Proposed Uses in the Ferry Building.

Land Use	No Project Scenario		Retail Scenario		Office Scenario	
	Sq. Meters	Sq. Feet	Sq. Meters	Sq. Feet	Sq. Meters	Sq. Feet
Office	21,181	228,000 ¹	4,831	52,000	13,941	150,000
Retail ²	344	3,700	7,618	82,000	7,435	80,000
Restaurant/Club ³	2,741	29,500	2,694	29,000	2,788	30,000
Entertainment ⁴	0	0	5,574	60,000	0	0
Interior Public Space ⁵	464	5,000	1,579	17,000	651	7,000
Ground Level Arcades/Passageways	1,301	14,000	1,858	20,000	2,323	25,000
Terraces	372	4,000	743	8,000	0	0
Clock Tower ⁶	279	3,000	186	2,000	279	3,000
Parking/Loading ⁷	771	8,300	464	5,000	0	0
Total Floor Area	27,452	295,500	25,547	275,000	27,416	295,000
Tenant Occupied Space	24,265	261,200	20,717	223,000	24,163	260,000

¹ Approximately 10,900 sq. meters (117,500 sq. ft.) of office space is currently occupied, including 3,850 sq. meters (41,500 sq. ft.) occupied by the offices of the Port of San Francisco (as of January 1995).

² Retail uses presently in the building include a deli/coffee shop, convenience store, flower stand, shoeshine stand, travel agent offices, and a bar/lounge.

³ This space is occupied by the World Trade Club, a private, maritime-oriented membership club located in the World Trade Center.

⁴ Entertainment uses may include one or more of the following or similar uses: night club, dancing, billiards, sports bar/restaurant, cinemas, athletic clubs, high-tech amusement, brew pubs, museums.

⁵ Interior public space includes common areas such as the Great Seal foyer and World Trade Center ramp in existing conditions and a reopened nave as part of the proposed project.

⁶ The clock tower is currently inaccessible to the public and would remain so with the proposed project.

⁷ Under existing conditions approximately 20 parking spaces are available to Port staff within the south wing of the Ferry Building. With the proposed project, no on-site parking would be provided other than three off-street loading spaces as required by the San Francisco Planning Code.

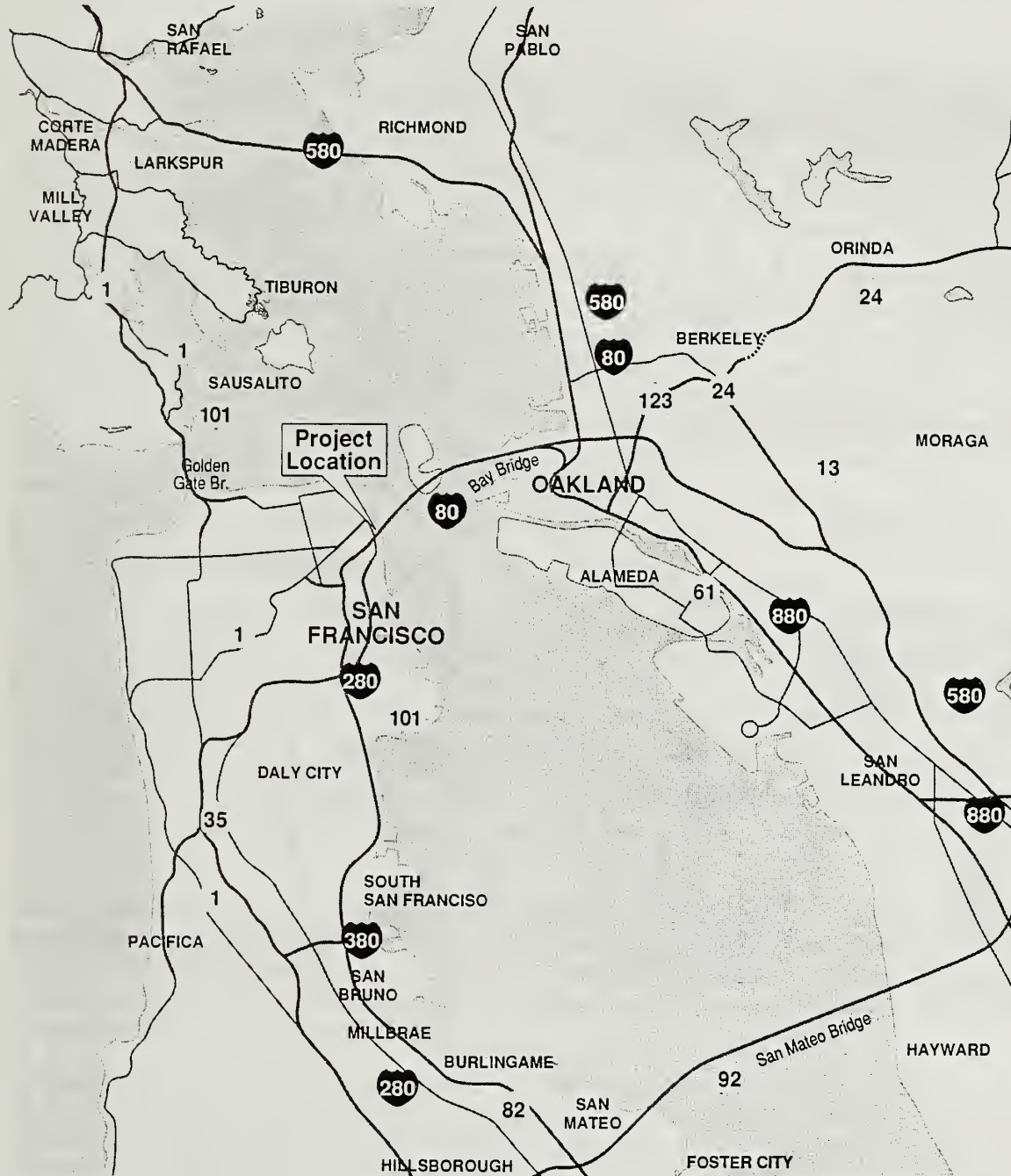


Figure 1

Project Location



Figure 2

Project Vicinity

The Ferry Building is an intermodal transportation hub located next to several modes of transportation, including Muni streetcars and buses, ferries, BART, pedicabs, and walkways (see Figure 3).

Services in the vicinity of the Ferry Building provide several opportunities to transfer between different modes of local, regional, and intercity travel. The Amtrak Feeder Bus service at the Ferry Building provides connections between the San Francisco CalTrain Station at Fourth and Townsend Streets and the Amtrak Station in downtown Oakland, where transfers can be made to long distance and commuter rail services. Ferry passengers can transfer to Muni bus and light rail lines on Market Street or to the Embarcadero BART Station. BART services regional destinations in northern San Mateo County and the East Bay.

Muni's line 14/Mission bus provides a connection between the Ferry Building and the Transbay Terminal, located on Fremont Street between Mission and Howard Streets. The Transbay Terminal provides connections between Greyhound bus operations, AC Transit regional bus operations, Gray Line intercity bus services, and private tour bus operations. Golden Gate Bridge Highway and Transportation District (GGBHTD) and San Mateo Transit District (SamTrans) operate buses in the project area to transport passengers around the Bay Area. Herb Caen Way, a pedestrian promenade along the waterfront, passes in front of the Ferry Building and is used by passengers that are connecting from one form of transportation to another.

B. Project Planning Process

The Port of San Francisco (Port) attempted to renovate the Ferry Building during the late 1970s and early 1980s. That project was an ambitious effort to improve the greater Ferry Building area, including the Ferry Building itself, the Agricultural Building, Pier 1, and surrounding pedestrian areas. Historic design guidelines were prepared by noted preservation architect Charles Hall Page, a trustee of the National Trust for Historic Preservation and the former President of the San Francisco Landmarks Preservation Advisory Board (LPAB). Aspects of the Port's July 1978 *Design Guidelines for Restoration and Adaptive Use of the Ferry Building (Design Guidelines)* will be incorporated into the *Renovation Project* and are described in greater detail in Section C of this chapter.

The Port selected Continental Development Corporation (Continental) to develop their project. Continental hired architect I.M. Pei to prepare the plans and designs. An Environmental Impact Report (EIR) for the project was prepared and certified by the San Francisco City Planning Commission in September 1983. However, the project ended unsuccessfully when the Port and Continental settled a legal dispute in 1991.

In June 1993, the Port held a design and development workshop regarding the renovation of the Ferry Building. This two-day workshop brought together leading professionals from planning, architecture, urban design, real estate development, and public policy to formulate realistic goals, objectives, and development concepts for the Ferry Building. The conclusions of this workshop were presented to the Port Commission at a public hearing. In early 1994, the Port was awarded a federal transportation enhancement grant to fund the preliminary design and feasibility analysis of their project, known as the *Ferry Building Historic Renovation Project*.

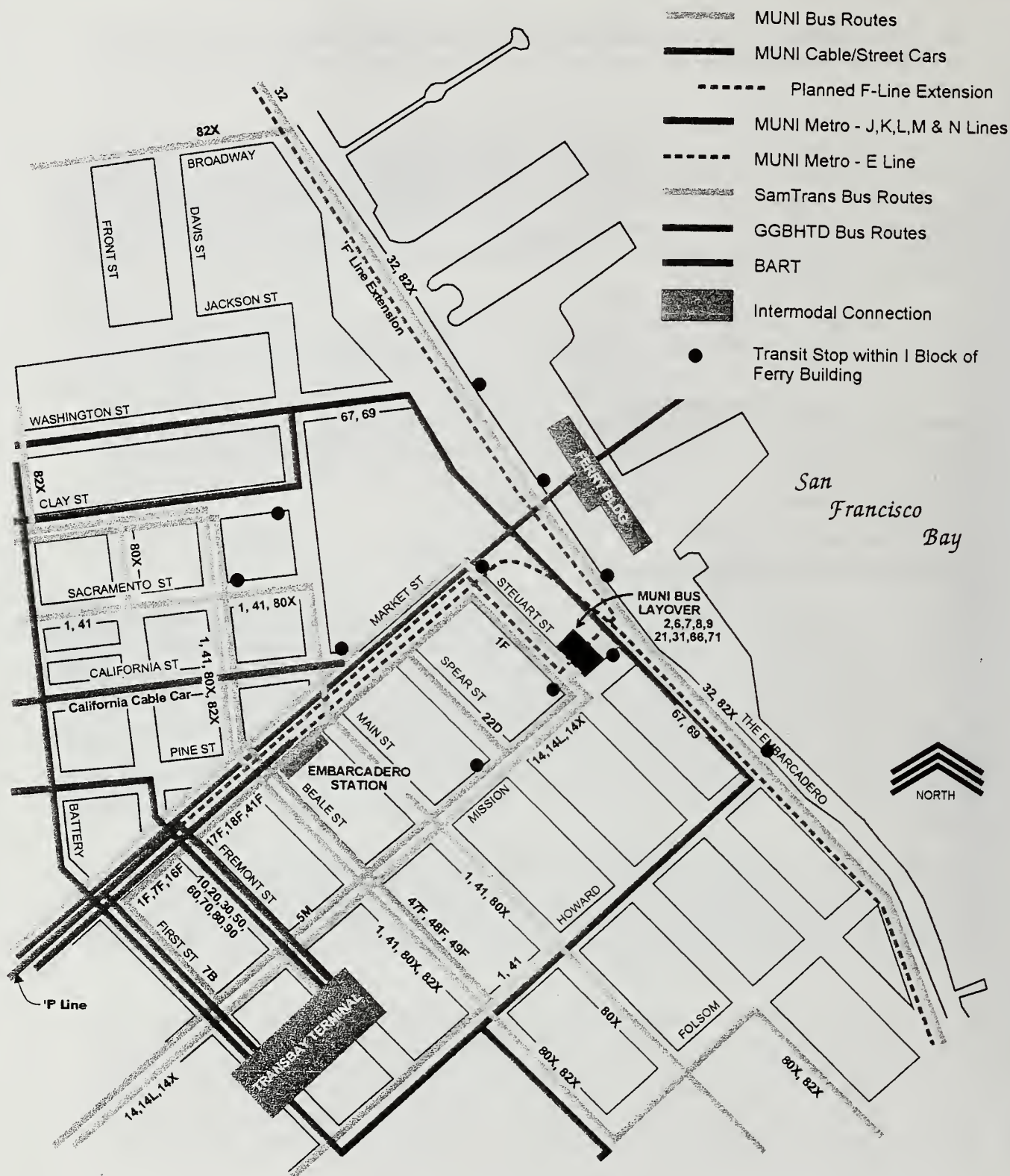


Figure 3

Existing Transit Routes in the Study Area

The analysis was conducted to update design and development parameters and develop a realizable implementation framework for the project. Since 1994, the Port has been working closely during the planning process with the California Department of Transportation (Caltrans), Federal Highway Administration (FHWA), Federal Transit Authority (FTA), State Office of Historic Preservation (SHPO), Bay Conservation and Development Commission (BCDC), local historic preservation and community groups, building tenants, and the general public.

The initial stages of planning included a market and financial feasibility analysis, review of existing physical conditions, architectural design and space planning, historic architecture evaluation, site and urban design analysis, transportation access, review of parking design and loading requirements, and regulatory parameters. A series of technical reports was prepared as part of the analysis. The first phase of the work also included several community outreach and individual meetings with "stakeholder" groups in March and June 1994.

During late 1993 and throughout 1994, the Port made numerous public presentations concerning the project. The presentations involved describing the Port's goals for the project and general ideas regarding proposed changes to the Ferry Building. Public presentations were made to the Waterfront Land Use Plan Advisory Board (LPAB), Foundation for San Francisco's Heritage (Heritage), San Francisco Port Commission, Commission on San Francisco's Environment, BCDC staff and its Design Review Board, staff of the San Francisco Planning Department, and Rincon Point-South Beach Citizen's Advisory Committee. A comprehensive list of public meetings and presentations relating to the project is on file at the Port of San Francisco, Ferry Building, Suite 3100.

Based on this work, the design team considered a wide range of development and preservation options involving different building configurations, spatial organizations, and market uses. This process resulted in the creation of five development scenarios. In turn, these development scenarios were used as the basis for the project parameters and characteristics analyzed in this environmental document.

The Port of San Francisco has initiated a request for proposals (RFP) process to solicit interest in the *Ferry Building Renovation Project* from private developers. The developer ultimately selected for the *Ferry Building Renovation Project* would assist the Port in implementing the project analyzed herein.

C. Major Project Components and Design Features

Historic and Existing Building Conditions

Originally the Ferry Building was a two-story, steel-framed structure. It had eight ferry slips which connected to the second floor with Y-shaped, covered passenger bridges. Major elements on the ground floor included arcades running the length of the west and east facades, each roughly nine meters (29 feet) wide, as well as baggage rooms, waiting rooms, a central passageway, vehicular entrances, and two grand stairways leading from The Embarcadero Roadway to the second floor. The second floor of the building included a three-story nave running the length of the building adjacent to the ferry boat gangways, separate waiting rooms for various boat lines, and office space and passenger services in the front of the building. The third floor mezzanine was limited to the front of the building and also contained private office space.

The Ferry Building sits on a foundation of reinforced concrete piers and a seawall, and is approximately 201 meters (660 ft.) in length and 49 meters (160 feet) in width. The central

campanile (clock tower) is approximately 73 meters (240 feet) in height. The building has been subject to substantial physical alterations since its construction in 1898. The existing Ferry Building contains approximately 27,452 m² (295,500 ft²) of total floor area, of which about 24,265 m² (261,200 ft²) is currently tenant-occupied. Table 1 summarizes the existing and proposed uses in the Ferry Building.

Historic Rehabilitation

The proposed *Renovation Project* includes modifications to the Ferry Building, intended to be compatible with its historic fabric. The historic rehabilitation of the Ferry Building would be conducted pursuant to the July 1978 *Design Guidelines* prepared by Charles Hall Page & Associates, and the revised (1995) Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (Standards and Guidelines)* developed by the National Park Service. As the Port of San Francisco would seek historic preservation tax credits for the proposed project, it would be reviewed by the National Park Service in accordance with the Secretary of the Interior's *Standards and Guidelines*. The Ferry Building is on the National Register of Historic Places. Therefore, it is subject to the *California State Historical Building Code*, which provides strategies for preserving the architectural and historic features of a building, while ensuring the safety of its future occupants.¹

The various approaches that could be employed for rehabilitating key historic elements of the Ferry Building are described in the *Design Guidelines*. The approach proposed by the Port is generally consistent with these guidelines. The *Renovation Project* would include the following historic rehabilitation activities:

Cityside Façade: Both the *Retail* and *Office Scenarios* (see Section D of this chapter) would restore the Cityside (west) Façade to its original condition through the following measures: removing air conditioners and fire escapes; retaining wood windows in the south wing and southerly 60% of the central entrance pavilion; replacing altered windows with new windows that match the originals in design, dimensions and profile; and using wood in the northerly 40% of the central entrance pavilion and in the north wing. Figures 5 and 6 show the existing and proposed elevations of the Cityside Façade.

North and South Façades: The North Façade would be restored by reinstalling arched, fanlight windows. The eastern bay would be reconstructed with either a gabled or flat roof (Concept A or B, respectively). The South Façade has retained many of its original arched windows. Additional arched windows and a loading bay would be added. The entire building and clock tower would be painted to match the color of the original sandstone. Figures 4 and 6 show the existing and proposed elevations of the North and South Façades.

Cityside Arcade: The existing Cityside Arcade to the south of the entryway would remain open. The Cityside Arcade to the north of the entryway was fully enclosed in the 1950s during the World

¹ Copies of the Charles Hall Page and Associates *Design Guidelines for Restoration and Adaptive Use of the Ferry Building*, The Secretary of the U.S. Department of the Interior's *Standards for The Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings*, and *California State Historic Building Code*, are on file and available for public review at the City and County of San Francisco Planning Department, 1660 Mission Street.

Trade Center reconstruction. There are three options for the rehabilitation of this north arcade. The *Retail Scenario* would include one of the following two options for rehabilitation:

- (1) *Retain the arcade as fully enclosed interior space*, but relocate the exterior windows and doors within the cityside archways from the outer edge to the inner edge of the archways, so that the archways themselves are more exposed; or
- (2) *Partially reopen the arcade* by removing the exterior windows and doors and demolishing partitions and other additions within the arcade's original 29-foot depth. A transparent, glazed wall would be added about halfway into this depth. The result would be an approximately 15-foot arcade, and an enclosed portion for retail uses extending from within the Ferry Building.

The *Office Scenario* would involve fully reopening the north arcade as described below:

- (3) *Fully reopen the arcade* by removing the exterior windows and doors and demolishing partitions and other additions within the arcade's original 29-foot depth. The space would be available for pedestrians and open-air retail commercial uses.

Bayside Façade: Both the *Retail* and *Office Scenarios* include the same treatment for the Bayside Façade. The ground-story arcade and third-story deck in the south wing would be enclosed under a design that retains the 29 remaining original arched windows and provides symmetry between the north and south wings. Ground level glazing would enclose the existing bayside arcade in the south wing, while the north wing would be redesigned to have a similar appearance. Open terraces could be included on the third-story deck overlooking the Bay.

The original arched windows provide a design motif for the second floor, and new windows of the same design, dimensions and profile would be added to continue this motif throughout the second floor. The third level would have either large arched or rectangular windows with a high percentage of glazing. The eastern bay of the building would have either a gabled or flat roof (Concept A or Concept B, respectively). A gabled roof would continue the progression of gabled roofs from the adjoining two bays, while a flat roof would allow for better views of the gabled roofs in the adjoining bays. A well-delineated bayside entrance would be located on axis with the clock tower, and would incorporate the central concourse to be added by the *Downtown Ferry Terminal Project*. The entrance would be further defined by detailing in the ground level architecture. Figures 5 and 7 show the existing and proposed elevations of the Bayside Façade.

Cityside Entrance and Lobby: Both the *Retail* and *Office Scenarios* would reestablish the Ferry Building's original entrance on The Embarcadero Roadway, removing the existing World Trade Center ramps, and making way for the central concourse and paired grand staircases to be added by the Ferry Terminal Project. The paired staircases would rise to a second floor lobby that would reach the full height of the original nave (65 feet). The central 80-foot-portion of the original 660-foot nave bay would be restored, exposing many original materials such as marble mosaic flooring with the California State Seal at the center, marble paneled walls below tan brick archways, steel trusses, clerestory² windows, and a wooden ceiling with skylights along the ridgeline of the gabled roof. In order to encourage further restoration of this nave bay, neither the *Retail* nor *Office Scenarios* would include any permanent construction that might preclude further restoration.

² A clerestory is an outside wall of a room or building that rises above an adjoining roof and contains windows.

The *Office Scenario* would extend the public area from the second floor lobby west into a gallery/exhibit room beneath the clock tower, where marble paneled walls would be restored and an existing mosaic floor retained. The Retail Scenario includes both this gallery/exhibit room and an additional easterly extension the full width of the lobby on both the second and third floors to incorporate Bay views.

Both Scenarios would create additional east-west ground level passageways through the building, and would reopen second floor portions of the entrance pavilion where past alterations have interrupted 18-inch marble window sills, and have covered marble mosaic flooring and marble walls in front of the clock tower. Both Scenarios would incorporate known and anticipated discoveries of marble mosaic flooring and marble paneled walls in this area as enhancements to the space. Both Scenarios would also retain etched glass above the south staircase, an interior stairway between the first and second floors, marble floor tiles, ceramic floor tiles and cast-metal columns supporting the east-side of the south wing's bayside arcade.

Both Scenarios would preserve some historic office configurations facing The Embarcadero Roadway and the historic architectural materials included therein. Offices to be preserved include the original Chief Engineer's Office, a wood-paneled office with coffered ceiling at the south corner of the entrance pavilion, and about 12 other Board of Harbor Commissioner's offices extending further to the south. Historic materials to be retained include wainscoting and molding, paneled doors, transom windows, marble sinks, embossed radiators and a vault. Figure 8 depicts the existing floor plan, while Figure 9 depicts the proposed floor plan including the reopened second floor portion of the entrance pavilion and the historic office configuration to be retained.

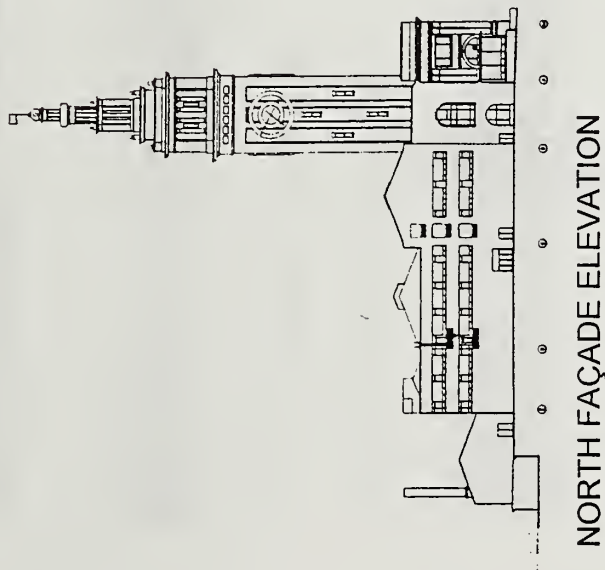


Figure 4

Existing Elevations – North and South Facades

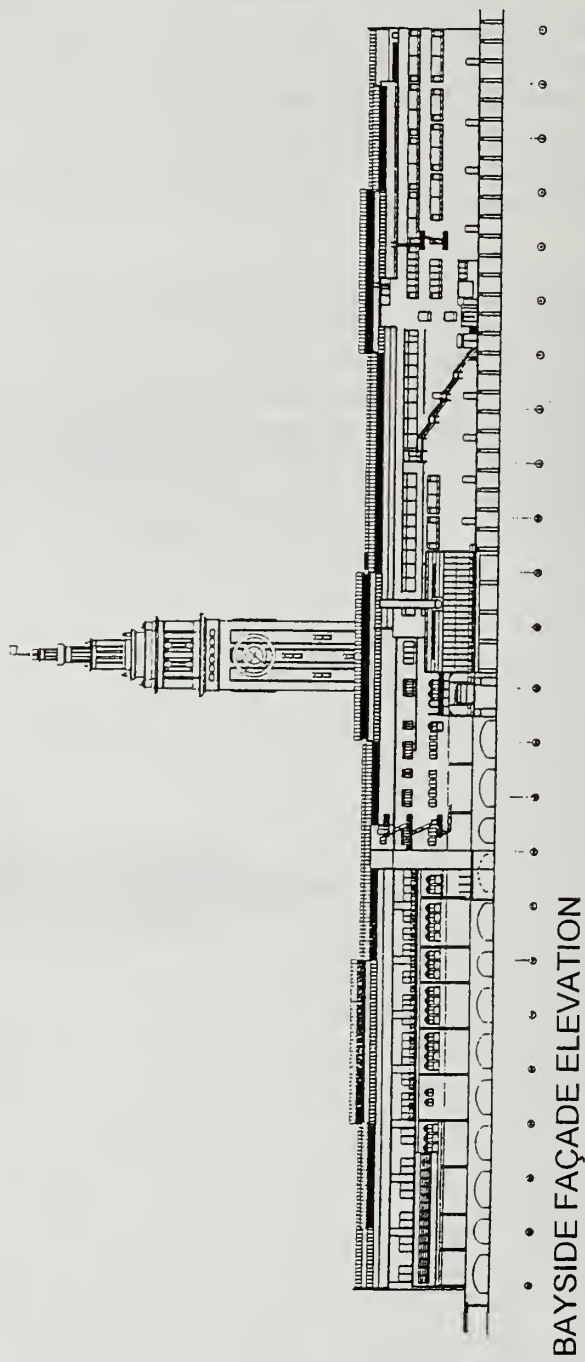
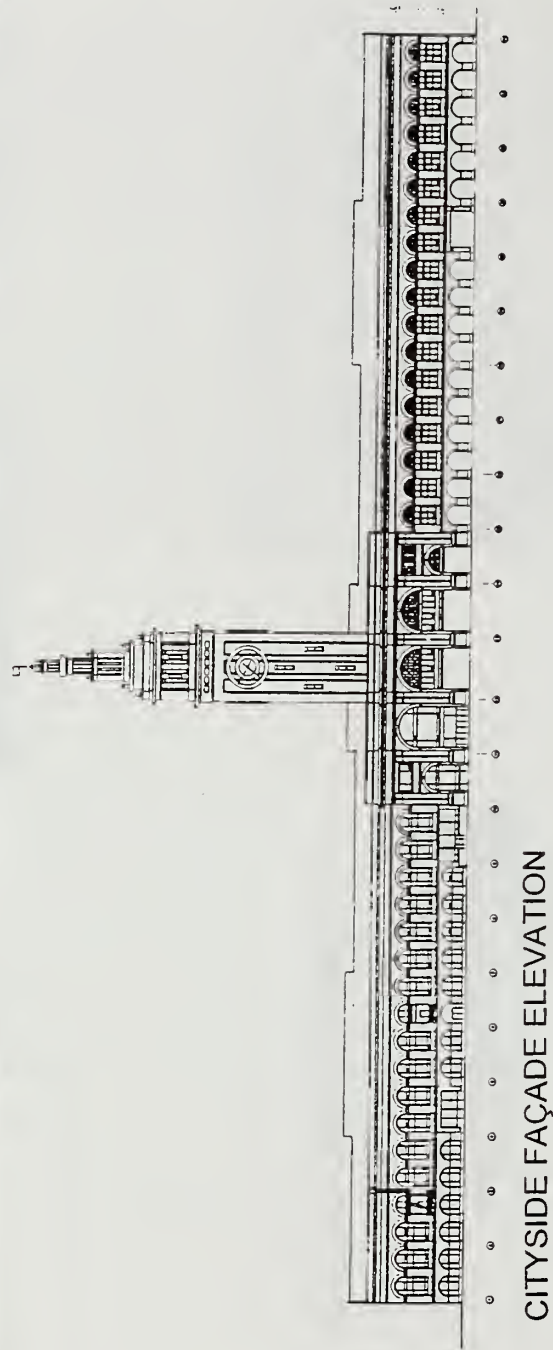


Figure 5

Existing Elevations – Bayside and Cityside Facades

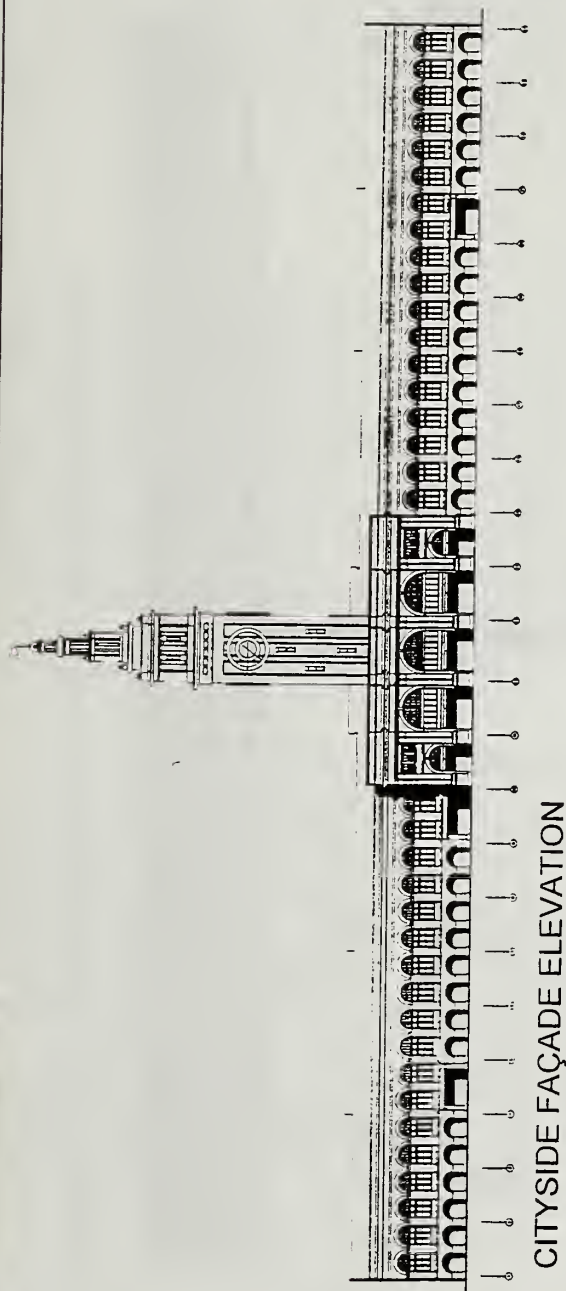


Figure 6

Proposed Elevations - Cityside, North, and South Facades

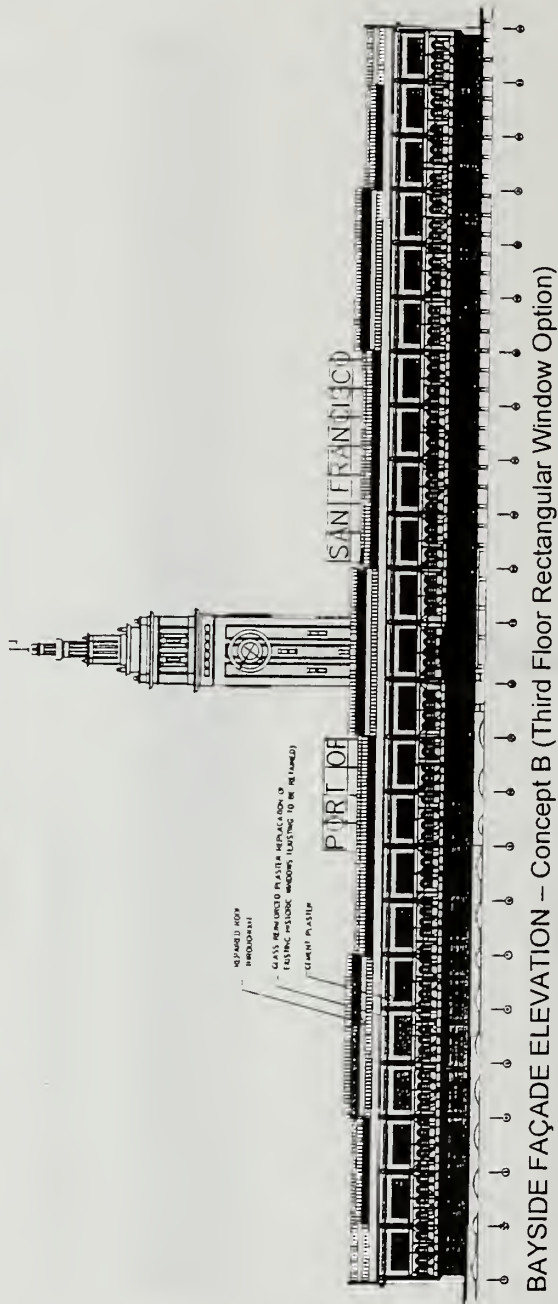
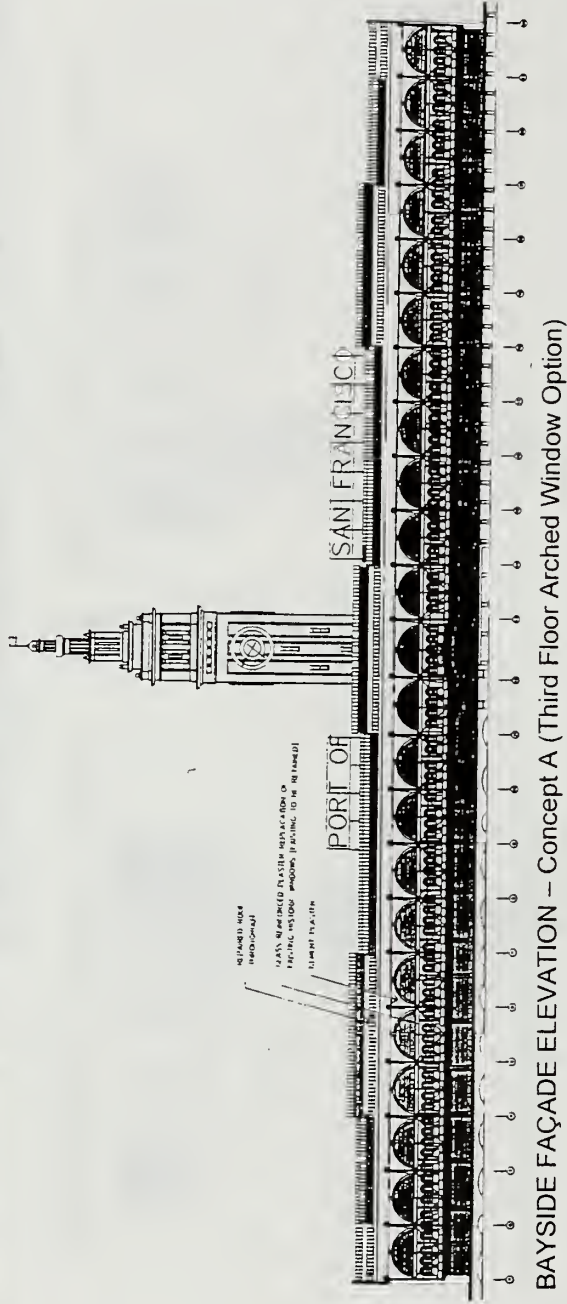


Figure 7

Proposed Elevations –Bayside Facade

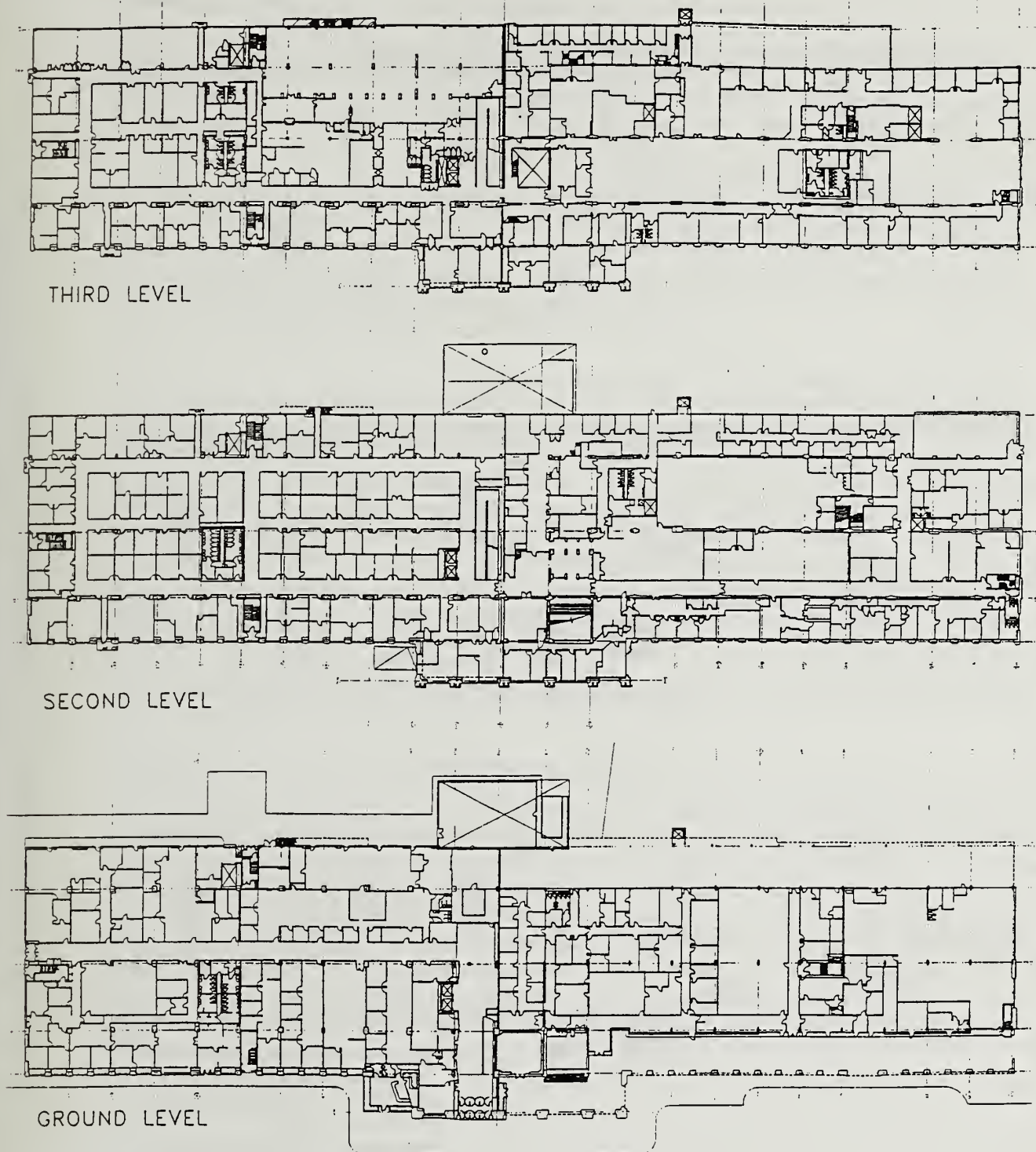


Figure 8

Existing Floor Plans

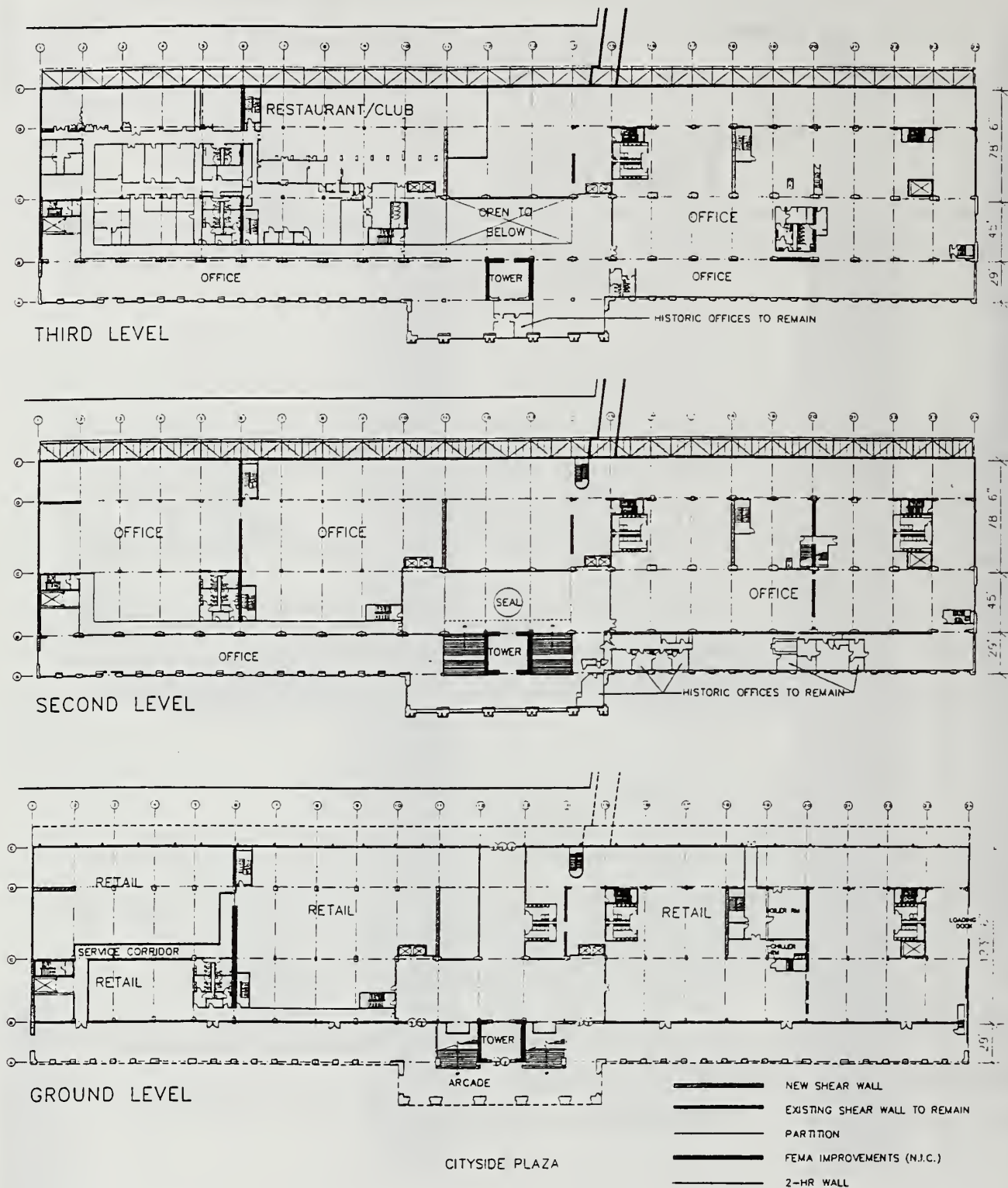


Figure 9

Proposed Floor Plans

Seismic and Structural Upgrades and Mechanical Improvements

The 1989 Loma Prieta earthquake caused substantial damage to the Ferry Building clock tower and portions of the south wing. In response to the earthquake damage, the Port obtained funds from the Federal Emergency Management Administration (FEMA) to undertake repair and strengthening improvements that are currently in progress. The strengthening improvements include installation of new shear walls along the Cityside arcade wall of the south wing.

The proposed *Renovation Project* also entails seismic upgrade and structural strengthening of the Ferry Building. Seismic upgrades are specific structural improvements designed to improve a building's performance during a seismic event. Structural strengthening encompasses a broader range of Building Code improvements and is not necessarily related to performance during a seismic event. The proposed seismic upgrade and structural strengthening would substantially increase the building's seismic stability and life safety features.

Presently, the Ferry Building functions as a Type III building.³ Reclassification to a Type I, fire-resistive building would require the following activities: replacement of wood roof decking with an incombustible material (two-hour fire rating or better), replacement of wood floor assemblies with concrete slabs, fireproofing of exposed steel, increasing accessibility pursuant to the requirements of the 1991 *Americans with Disabilities Act (Public Law 101-336)*, installation of new stairs, and installation of fire detection and suppression systems. By improving the life and fire safety systems in the building, the Port would benefit from the flexibility inherent in the *California State Historical Building Code (Code)*. For example, to preserve the historic value of steel trusses in the nave, the *Code* allows the installation of sprinklers as an alternative to spray-on fireproofing. The *Code* also provides some flexibility with respect to meeting current seismic and structural standards in historic buildings.

The proposed *Renovation Project* includes mechanical improvements in compliance with the energy conservation requirements of *Title 24 of the California Code of Regulations*.

Transportation and Public Access Improvements

The proposed *Renovation Project* would improve the amount and quality of public access space in and around the Ferry Building. The project involves the improvement of pedestrian connections between the Ferry Terminal (being expanded as part of a separate project), San Francisco Bay, and Herb Caen Way. The relocation, widening, and heightening of the east-west ground level corridor to create a central lobby/passageway would improve public access to the interior of the Ferry Building. It would also improve the interconnection between expanded waterborne traffic and other modes of surface transportation, including automobiles, Muni, and Amtrak bus service. A segment of the upper floor nave in the central three to five bays would be restored and opened for public access. Public access to the clock tower is currently restricted and would likely remain restricted under the proposed *Renovation Project*.

³

Type III buildings may have exterior bearing walls of concrete, brick, or masonry, with wood floor joists and roof. Type II buildings are all steel or concrete, with non-combustible materials. Type I buildings are generally composed of reinforced concrete and represent the most fire resistant of all classifications.

Commercial Tenant Space Improvements and Tenant Displacement

Currently two tenants under long-term leases in the Ferry Building occupy a large amount of space: the World Trade Club [approximately 2,740 m² (29,500 ft²) in the north wing] and the Law Offices of Limbach and Limbach [approximately 3,066 m² (33,000 ft²) in the south wing]. The building also houses approximately 100 tenants with short-term leases of varying lengths. The proposed *Renovation Project* would involve displacement of all current building tenants during project construction. After construction is complete, space may be available for long-term lease holders and some smaller tenants. Table 1 summarizes the existing and proposed uses in the Ferry Building. The Port and its construction contractors would adhere to the rights and services provided under *Public Law 91-646, Uniform Relocation Assistance and Real Property Acquisition Policies Act* of 1970 during displacement and relocation of existing tenants (see Section G of Chapter V).

D. Alternatives Considered

Three scenarios for the proposed *Renovation Project* are under consideration: the *Retail Scenario*, *Office Scenario*, and *No Project Scenario* (existing conditions). Table 1 summarizes the mix of uses in the Ferry Building under these three scenarios. The *Retail Scenario* and *Office Scenario* include interior and exterior alterations associated with historic rehabilitation and seismic and structural upgrades and mechanical improvements. See the Description of the Proposed Project for more detailed information on the differences between the two Scenarios relative to the interior and exterior alterations associated with historic rehabilitation.

1. ***Retail Scenario.*** The *Retail Scenario* involves a large increase in retail use, a decrease in office use, the introduction of entertainment use, and an increase in interior public space (the Great Seal foyer, World Trade Center ramp, a partially reopened nave, and additional east-west passageways through the building). The increase in retail use, introduction of entertainment use, and increase in interior public space under the *Retail Scenario* establish the maximum possible intensity of these uses under the proposed *Renovation Project*. The *Retail Scenario* includes retaining the existing south arcade along The Embarcadero Roadway and either retaining the north arcade as fully enclosed interior space or partially reopening that arcade. Under this Scenario, retail space and pedestrian arcades would be on the ground floor, and a mix of retail, office, entertainment, and restaurant/club spaces; public area; and terraces would be on the upper floors of the Ferry Building.
2. ***Office Scenario.*** The *Office Scenario* involves a smaller increase in retail use than under the *Retail Scenario*, a smaller reduction in office use than under the *Retail Scenario*, no introduction of entertainment use, and a smaller increase in interior public space than under the *Retail Scenario*. The *Office Scenario* includes retaining the existing south arcade along The Embarcadero Roadway and fully reopening the north arcade. Under this Scenario, retail and restaurant/club spaces and pedestrian arcades would be on the ground floor, and primarily office space and public area would be on the upper floors of the Ferry Building.
3. ***No Project Scenario.*** The *No Project Scenario* involves no change to the existing mix of uses in the Ferry Building and limited interior and exterior alterations and historic rehabilitation associated with the *Downtown Ferry Terminal Project*. The retention of existing office space under the *No Project Scenario* is the maximum possible intensity of this use under the proposed *Renovation Project*.

Alternatives Considered but Withdrawn

A proposal by Continental Development to add on to the Ferry Building, increasing the amount of space by adding a two-story bay as an extension to the rear of the structure and increasing the height of the 3rd bay to 62 feet, was considered but withdrawn from further consideration.

E. Related Projects and Plans

Waterfront Land Use Plan

The *Waterfront Land Use Plan (Waterfront Plan)* provides land use policy for all property under the jurisdiction of the Port of San Francisco, extending from the north end of Fisherman's Wharf south to India Basin, including the Ferry Building waterfront area. The Port adopted its *Waterfront Plan* and *Waterfront Design and Access Element* on June 24, 1997. The specific Ferry Building policy recommendations of the *Waterfront Plan* and the proposed *Renovation Project* are consistent.

Port of San Francisco Projects

Downtown Ferry Terminal Project (Terminal Project). The Terminal Project is proposed adjacent to the Ferry Building and includes changes to the Ferry Building, Pier 1/2, the existing Ferry Terminal, and the area south of the Agricultural Building. It is intended to provide facilities that would allow expansion of regional ferry service to and from downtown San Francisco (see Figure 10).

Major components of the *Terminal Project* include expanding berthing capacity, remodeling landing structures, upgrading pier structures, improving pedestrian facilities on Pier 1/2 and around the Ferry Building, re-establishing a central corridor through the Ferry Building (following relocation of the existing boiler room to the south wing), adding a delivery/service corridor to the north wing, and constructing a breakwater/public access pier.

The *Renovation Project* and *Terminal Project* are designed to complement each another. The *Terminal Project* would provide the additional vessel berthing necessary to allow increases in ferry ridership volumes, while the *Renovation Project* would provide the passenger "gateway" and intermodal connection between ferry berths and other transit modes.

Although the two projects have interrelated functions, each has independent utility and their respective impacts are analyzed in separate documents. A Final Negative Declaration for the *Terminal Project* was issued on August 7, 1997, and a Finding of No Significant Impact (FONSI) was issued on September 15, 1997. The *Terminal Project* will be out to bid by late September 1998, and construction should begin in early 1999. The project is expected to be complete by June 2000.

Pier 1 Project – The Port is currently planning for the reconstruction and development of Pier 1. Pier 1 is located on the north side of the Ferry Building, encompassing approximately 130,000 square feet of space that is currently used for parking. A private developer is proposing to redevelop Pier 1 for maritime office, general office, and commercial uses. Approximately 115,000 square feet of office space is proposed with tenant parking provided on-site. The existing Pier One Ddéli would remain. The environmental review process is currently underway for this project and is expected to be complete by January 1999.

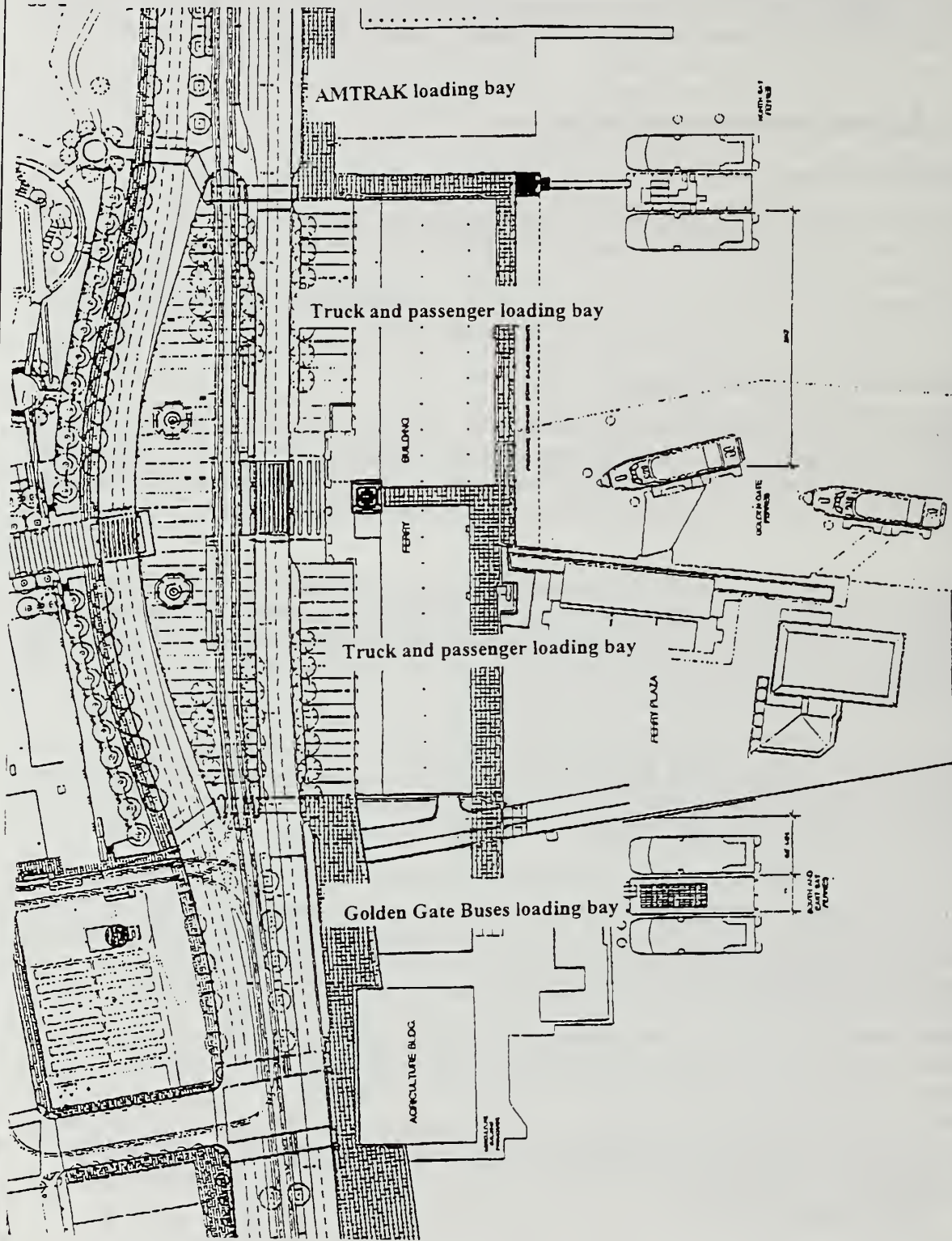


Figure 10

Overview of Adjacent Waterfront Transportation Improvements

Waterfront Transportation Projects

The City and County of San Francisco facilitates and coordinates a series of related projects, collectively known as the *Waterfront Transportation Projects*. All of these projects (particularly the light rail improvements) will increase transit accessibility to the Ferry Building and help connect this facility with the rest of the transportation systems in San Francisco. These projects are briefly described below, including their current status and relationship to the *Renovation Project*.

South Embarcadero Roadway Realignment/Muni Metro Extension (E-Line). The *South Embarcadero Roadway Realignment Project*, completed in September 1994, involved the realignment and upgrade of the southern segment of The Embarcadero Roadway from Folsom Street to Third and King Streets, and included construction of the *Muni Metro Extension Project (E-Line)* within the roadway median. The E-Line light rail project was completed in spring 1998. The E-Line provides service from the Embarcadero Station to the Cal Train depot, making stops at Rincon Point, South Beach, and Mission Bay. These two projects work in conjunction with other Embarcadero Roadway and Muni projects to improve transportation connections to the Ferry Building.

North Embarcadero Roadway/Muni F-Line Realignment. The realignment and upgrade of the northern segment of The Embarcadero Roadway from Broadway to North Point Street was completed in November 1995. The construction of Muni F-Line tracks within The Embarcadero Roadway median is partially completed, with a gap from the bottom of Market Street to Broadway Street. Ground breaking on the final segment of this project will take place in July 1998, and the project should be completed by early 1999. The F-Line features historic streetcars that currently operate from Castro Street, down Market Street to Fremont Street. Eventually the line will continue to The Embarcadero Roadway, along the southern edge of Justin Herman Plaza (in front of the Ferry Building), and northward to the Fisherman's Wharf area. This project works in conjunction with other Embarcadero Roadway and Muni projects to improve transportation connections to the Ferry Building.

Mid-Embarcadero Roadway/Terminal Separator Structure Replacement. As a result of the damage caused by the 1989 Loma Prieta earthquake, the elevated Mid-Embarcadero Roadway Terminal Separator Structure was severely damaged, declared unsafe, and subsequently closed to public use. It was demolished by Caltrans in 1991. Five surface roadway designs were considered to replace the freeway and Terminal Separator facilities. When completed, this project will connect the northern and southern segments of The Embarcadero Roadway, improving pedestrian, transit, vehicular, and bicycle transportation in the Mid-Embarcadero area. The realignment of The Embarcadero Roadway would remove parking areas and add plaza space in front of the Ferry Building. This project would provide two parking bays in front of the Ferry Building, each with eleven metered white (passenger pick-up/drop-off) and yellow (service/delivery) parking spaces. Any future Muni needs for bus layover space on the bay side of The Embarcadero Roadway near the Ferry Building could result in displacing some of these spaces. Construction of the project is scheduled to begin in early 1998.

Muni Metro Turnback. This completed project extends the existing underground Muni Metro light rail system from its terminus at the Embarcadero Station southward to a surface platform at Folsom and Steuart Streets. The new turnaround facility is located underground along the portion of the alignment beneath The Embarcadero Roadway, and allows additional storage and quicker turnaround time for the Muni Metro system at the Embarcadero Station. The project works in conjunction with other Muni projects to improve transit connections to the Ferry Building.

Mid-Embarcadero Open Space Design. This urban design concept for the Mid-Embarcadero area addresses the treatment of open spaces, recreational uses, public amenities, and other considerations in the area. The project is currently underway and is scheduled to be completed in 2000. The project is being undertaken as part of the *Mid-Embarcadero Roadway Project*.

Other Projects

Muni Bus Layover Lot Relocation. Relocation of the existing Muni bus layover lot, on the northwest corner of Mission Street and The Embarcadero Roadway, is proposed to enable commercial use of the site. An EIR is currently underway to evaluate development of this site as a major hotel with an F-Line stop. The incorporation of this transit connection into development of this site will facilitate use of the Ferry Building and Ferry Terminal. Alternative locations for the bus operations which currently occupy the site are being considered. The EIR is scheduled to be complete in 1999.

F. Project Schedule and Cost

The project schedule calls for a developer to be selected in late 1998, and for finalization of development documents and a lease in 1999. The development documents and lease will describe the relative rights and responsibilities of the developer and the Port with respect to the proposed *Ferry Building Renovation Project*. The development documents will also contain a schedule of performance for key project activities, including design and engineering, design review, permitting and regulatory approvals, and construction. The preliminary schedule for the project calls for design and permitting to be completed in 1999, and for construction to commence in 1999 and end in 2001. Estimated construction cost is \$50-60 million (1997 dollars), excluding the cost of commercial tenant space improvements. Approximately \$1.5 million of the funding will come from the Federal Government - the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) - for use in the design and environmental review stages of development. The balance of the construction costs will come from private investors.

G. Agency Approvals and Permits

A number of agency approvals and permits will be required for the proposed *Renovation Project*. These requirements are summarized below and described in more detail in Appendix I.

City and County of San Francisco, San Francisco Port Commission. The San Francisco Port Commission has jurisdiction over 7.5 miles of the San Francisco waterfront, from India Basin to Aquatic Park. The Port holds these lands (including the Ferry Building) in the public trust, and must use the property for the purposes of commerce, navigation and fisheries. The Port Commission oversees the management of Port property; its duties include the issuance of building permits.

City and County of San Francisco, Planning Commission. Any project involving non-maritime uses in the Waterfront Special Use District #1 (in which the Ferry Building is located) is subject to the Waterfront Design Review Process. The Process involves project review by a Design Advisory Committee that includes representatives from the San Francisco Planning Department, Mayor's Office and Port of San Francisco. The recommendations of this committee may be reviewed by the San Francisco Planning Commission. The Planning Commission, in acting on any permits or General Plan amendments must make a determination of conformance with the eight Priority Policies of the City pursuant to Proposition M of 1986 (*San Francisco Planning Code* §101.1). Any

reduction in the amount of off-street parking required by the Planning Code must be approved by the Planning Department.

Federal Transit Administration and California Department of Transportation. Caltrans and the Federal Transit Administration (FTA) will review the environmental document prepared for the project to ensure compliance with the National Environmental Policy Act (NEPA) and Section 106 of the *National Historic Preservation Act* of 1966.

San Francisco Bay Conservation and Development Commission. The San Francisco Bay Conservation and Development Commission (BCDC) has permit authority over San Francisco Bay and all shoreline lands within 35 meters (100 feet) of the Bay, which includes the location of the Ferry Building. Its primary concern is the placement of "fill" in or over the Bay for the purposes of supporting appropriate development. BCDC has established strict standards for determining the appropriateness of uses placed on fill, as well as policies to ensure maximum feasible public access in and around projects within their jurisdiction.

For every permit that it issues, BCDC must make a finding of consistency with the *San Francisco Bay Plan*, *Waterfront Special Area Plan*, and *Total Design Plan for Piers 9-24*. Under the Federal Coastal Zone Management Act, they must also make a finding that the project is consistent with the federally approved Coastal Management Program. Formal BCDC review occurs after all local permits have been received. However, BCDC undertakes a draft review of each application at the earliest opportunity to allow any concerns to be directed to the appropriate local authority prior to the issuance of permits.

California State Lands Commission. The California State Lands Commission (SLC) has jurisdiction over the lands granted in public trust to the Port of San Francisco, and exerts oversight authority with respect to determining whether projects are consistent with the public trust. In the past, the SLC has ruled that certain land uses (such as housing and large scale general office development) are not consistent with the public trust. However, maritime office and bay-oriented retail and public assembly uses are allowable under these restrictions. General office use is allowable under short-term leases of less than five years or as ancillary space within larger developments.

The SLC granted the land comprising the project site to the City of San Francisco in 1968, retaining only the rights to minerals. Because of its limited interest, the SLC normally becomes involved only in cases where the Port proposes to dredge. In those instances a standard dredging lease agreement is drawn up to protect both parties for the duration of the project. As the *Renovation Project* does not involve any dredging, the SLC will not require any further evaluation or action regarding this project.

State Historic Preservation Office and National Park Service

In any instance where a federal agency undertakes a project or would issue funding or permits to an applicant, the federal agency must comply with Section 106 of the *National Historic Preservation Act* of 1966. The State Historic Preservation Office (SHPO) reviews the project relative to the revised (1990) Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (Standards and Guidelines)*, and provides comments to ensure that the project complies with Section 106. Once a project has met the requirements of Section 106, SHPO issues a letter of concurrence to the federal agency indicating its agreement that the project has met all of the requirements for compliance with Section 106.

A 20% rehabilitation tax credit is available for historic properties rehabilitated for commercial, industrial, agricultural, rental, or residential purposes. The National Park Service (NPS) acts on behalf of the Secretary of the Interior in processing applications for this tax credit. Properties applying for the credit must meet all of the Secretary of the Interior's *Standards and Guidelines*. The SHPO reviews applications and provides comments and recommendations to the NPS, but the NPS is responsible for the final determination. Once a rehabilitation is completed, the property is reevaluated to ensure that all work was completed in compliance with the original plans. Only completed projects are approved as "certified rehabilitations" for purposes of the 20% tax credit.

Landmarks Preservation Advisory Board - The Landmarks Preservation Advisory Board (LPAB) acts as an advisory board to the San Francisco Planning Commission. As part of the *Ferry Building Renovation Project*, the Port will consult with the LPAB, which may then give recommendations to the Planning Commission. The LPAB does not formally grant approval or issue a permit for a proposed project.

Chapter III

Affected Environment

The Ferry Building is located in San Francisco on the east side of The Embarcadero Roadway, opposite the terminus of Market Street. The project site and the study area for the proposed *Ferry Building Renovation Project* is generally defined as the Ferry Building and the area within its footprint. For certain issues, such as air quality and traffic circulation, a broader study area is analyzed because potential environmental affects associated with these issues could occur at more distant locations. The following discussions describe the affected environment within the study area for various environmental resources and issues. The topics covered include only those resources that may be affected by the proposed *Renovation Project*.

The following discussions of the affected environment for specific environmental issues are summarized from technical reports. These reports are incorporated by reference into this Initial Study/ Environmental Assessment pursuant to CEQA Sections 21061 and 21100 (see also State CEQA Guidelines Section 15150) and are listed in Chapter V. Documents incorporated by reference are on file (94.684E) and available for public review at the offices of the City and County of San Francisco Planning Department at 1660 Mission Street.

A. Hazardous Materials

Information on the existing setting and project impacts and mitigation measures relative to Hazardous Materials (Section A of Chapters III and V, respectively) is from the *Draft Hazardous Waste Study and Site Report: Ferry Building, Port of San Francisco* (AGS, Inc., 1996).

Hazardous Materials Storage Tanks

No unusual geographic or geologic conditions were observed at the project site during site inspections. No above-ground storage tanks or containers or other chemical storage containers were observed. Asbestos warning placards have been attached to a number of pipe lagging and insulation wraps. There is no evidence suggesting that hazardous materials were used or stored for an extended period on the site.

A review of historical documents shows that past and present storage of potentially hazardous products in the warehouses of The Embarcadero Roadway/Market Street area has resulted in a relatively large number of documented chemical releases in the project vicinity. Any soil and groundwater contamination resulting from toxic and fuel leaks would tend to migrate towards the Ferry Building.

All but one underground storage tank identified in the project vicinity are located a significant distance from the project site. A single 500-gallon gasoline underground storage tank was removed from the parking area in front of the Ferry Building in September 1987. Elevated levels of total petroleum hydrocarbons as gasoline remain in the soils around the location of the former tank. However, this area does not present a potential hazard because much of the fill is inundated by

fluctuating tides. As a result, most of the residual petroleum hydrocarbons likely have been dispersed through the permeable seawalls.

Asbestos and Lead

Asbestos, a known carcinogen and respiratory health hazard, has been found within the Ferry Building. Reports indicate that asbestos-containing material (ACM) sampling and data gathering efforts were thorough and encompassed most of the Ferry Building's offices, attics, roofs, and clock tower. ACM was identified in a variety of locations, including floor and duct material, parapet/roofing, pipe lagging, and duct wrap. ACM was located in most parts of the Ferry Building, including the clock tower. However, the material was found in good condition and, if undisturbed, does not present a significant public health hazard.

Lead-based paint in concentrations exceeding 1,000 parts per million were found in three locations, including the filter elements of the ductwork. Lead dust at 200 parts per billion per square foot is present in some of the ductwork.

B. Hydrology

Information on the existing setting and project impacts and mitigation measures relative to Hydrology and Water Quality (Section B of Chapters III and V, respectively) is from the *Draft Hydrology Report, Ferry Building, Port of San Francisco* (AGS, Inc., 1996).

The area around the Ferry Building, once known as Yerba Buena Cove, was filled between 1848 and 1924. The fill material on the eastern edge is retained by a pile-supported concrete seawall. The seawall provides the foundation for the western side of the Ferry Building. The majority of the building is supported on pilings driven 21 meters (70 feet) into San Francisco Bay. The topography in the area around the Ferry Building is relatively level.

Drainage

The storm drainage system on the east side of The Embarcadero Roadway, where the Ferry Building is located, is under the control of the Port of San Francisco. The drainage system on the western side of The Embarcadero Roadway is under the control of the San Francisco Department of Public Works. The storm drainage system works satisfactorily unless subsidence (the appearance of a depression caused by a weakening of the soil) causes the storm drain pipes to break and become blocked. The combined sanitary and storm sewer system is stressed only during the most severe storm events when water ponds to a depth sufficient to overtop the east-side curb and flow directly into the Bay. However, the amount of stormwater runoff released directly into the Bay during these events is not substantial.

Flood Hazards

The project site is not within a 100-year flood hazard area defined by the Flood Insurance Rate Maps (FIRM) of the Federal Emergency Management Administration (FEMA).

Wave Action

The project site may be affected by wave action resulting from storm or seismic events, such as a tsunami. Tsunamis are long period waves usually caused by underwater seismic disturbances,

volcanic eruptions, or submerged landslides. A tsunami with a runup⁴ of 0.3 to 0.6 (1 to 2 feet high) that speeds across the Pacific Ocean at about 750 km (450 miles) per hour can grow in height to over 3 meters (10 feet) as it approaches a coast. The likelihood of a tsunami with a runup of 6 meters (20 feet) at the Golden Gate is estimated to occur once every 200 years.

The Ferry Building is protected from the direct effects of tsunamis because of its location within the confines of San Francisco Bay. The wave energy inside the Bay is reduced as a function of distance from the Golden Gate, and at the Ferry Building wave heights are predicted to be approximately half of those at the Golden Gate. However, the energy of a tsunami would affect the water level in the Bay and could inundate low-lying areas.

Groundwater

The groundwater aquifer around the project site is subject to tidal influence. It is located behind the new and old seawalls and is constantly being flushed by the cycling of the tides.

C. Traffic and Circulation

Information on the existing setting and project impacts and mitigation measures relative to Traffic and Circulation (Section C of Chapters III and V, respectively) is from the *Transportation Study for the San Francisco Ferry Building, Initial Study/Environmental Assessment (IS/EA)* (Wilbur Smith Associates, 1995), and *San Francisco Ferry Building, Supplemental Analysis: Office Alternative* (Wilbur Smith Associates, May 7, 1998).

The project site is served primarily by The Embarcadero Roadway. This major arterial has four travel lanes, an on-street bicycle lane, and a wide center median for the Muni Metro Extension. Cross-town traffic to the site is accommodated by several east-west roadways, including Market Street (which terminates at Steuart Street), Mission Street, and Washington Street.

The study area is served by Interstate 80, which connects to the Bay Bridge for access to the East Bay, and to U. S. Highway 101 for access to the Peninsula. On and off-ramps to the highways are located west of the Ferry Building. The Golden Gate Bridge is also accessible from the Ferry Building via The Embarcadero Roadway to Bay Street or other routes.

Traffic Level of Service

Existing traffic operations were analyzed at six intersections along The Embarcadero Roadway, all of which are controlled by traffic signals. The intersections studied include The Embarcadero at Broadway, Washington Street, Mission Street, Howard Street, Folsom Street, and Harrison Streets (see Figure 11). The average vehicle delay for each intersection was determined. The delay is related to the intersection Level of Service (LOS), with a range from LOS A to LOS F (see Appendix 2 for a description of LOS). LOS A represents an average delay of 0.0 to 5.0 seconds per vehicle; for instance, when most vehicles arrive at an intersection during a green light and are not required to stop. LOS F represents an average delay of 60.1 seconds or more. This condition often occurs with oversaturation; for instance, when arrival flow rates exceed the capacity of the intersection.

⁴ Runup is defined as the maximum vertical height of the wave crest, above still water level, that the rush of water reaches.

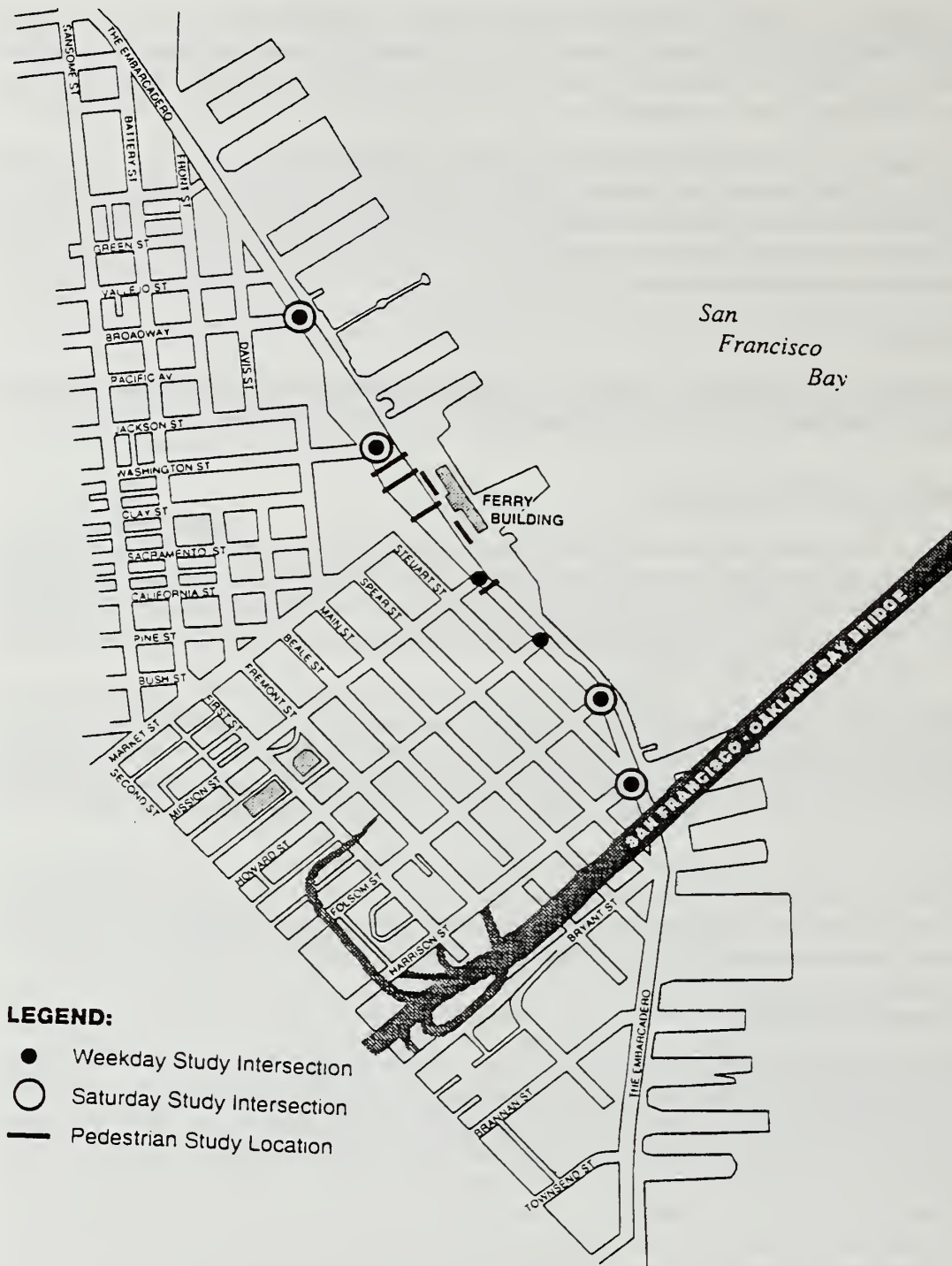


Figure 11

Locations of Study Intersections and Pedestrian Walkways

During the weekday PM peak hour, one intersection each operates at LOS A, C and E, and three intersections operate at LOS B. LOS D is considered the lowest acceptable level of service for intersections. Thus, all study intersections except one (The Embarcadero Roadway at Harrison Street) are operating at acceptable levels during the PM peak hour. During the Saturday noon peak hour, all four intersections operate at LOS B.

Parking

The parking study area is bounded by Jackson Street to the north; Folsom Street to the south; Davis, Drumm, and Spear Streets to the west; and San Francisco Bay to the east (Figure 12).

Regulations and Policies - Parking in the study area is regulated by the Port of San Francisco, Bay Conservation and Development Commission (BCDC), and the City and County of San Francisco. Each entity has different but related policies regarding parking in the area. The Port manages the on-street parking within its jurisdiction, rather than the Department of Parking and Traffic, which otherwise manages parking throughout the City.

Property within the Port's boundaries is also within the jurisdiction of BCDC, a permitting agency for development along the San Francisco shoreline. BCDC has adopted two plans which affect parking in areas within the Port's jurisdiction: the *San Francisco Waterfront Special Area Plan* and the *Total Design Plan for Piers 7 - 24*. Both plans call for eliminating all parking over the water (on piers) and of all parking not directly related to uses permitted by the Plan, with an exception when no upland locations are available for parking. This policy applies to the Ferry Building, which is built on a pier. Therefore, any new parking associated with the proposed *Renovation Project* would need to be developed at inland locations, outside of the BCDC area of jurisdiction, unless no such locations are available.

Outside of Port and BCDC areas of jurisdiction, existing parking in the vicinity of the Ferry Building is managed by the Department of Parking and Traffic. The provision of parking for new development is governed by Article 1.5 of the *San Francisco Planning Code*.

Ferry Building Private Off-Street Parking Supply - The Ferry Building currently contains 20 off-street parking spaces in the south wing reserved exclusively for Port vehicles. Monthly parking for Ferry Building tenants and staff is provided at Pier 1, which contains 225 spaces for Port tenants (Table 2). Based on the current 50 percent occupancy of the Ferry Building, existing Port staff and tenants generate a parking demand for about 106 parking spaces: 40 short-term spaces and 66 long-term spaces. Long-term spaces are used by employees, while short-term spaces are used by people visiting retail establishments or attending meetings. Full occupancy of the Ferry Building would generate a parking demand for about 162 parking spaces.

Ferry Building Renovation Project

Table 2. Port of San Francisco Public and Private Off-Street Parking Facilities in the Study Area.

Location	Number of Spaces
Median of The Embarcadero Roadway	
Lots A, B, C (private)	46
Lot D ¹ (private)	100
Lots E, F, G (public & private)	198
Subtotal	344
Other	
Pier ½ (private)	81
Pier 3-5 ^{1,3} (private)	3
Agricultural Building/Sinbad's ² (public & private)	89
Pier 1 ² (private)	225
Pier 3 ² (private)	193
Ferry Building Meters ¹ (public)	79
Seawall Lot (Chevron Station) (public & private)	134
Subtotal	804
TOTAL	1,148

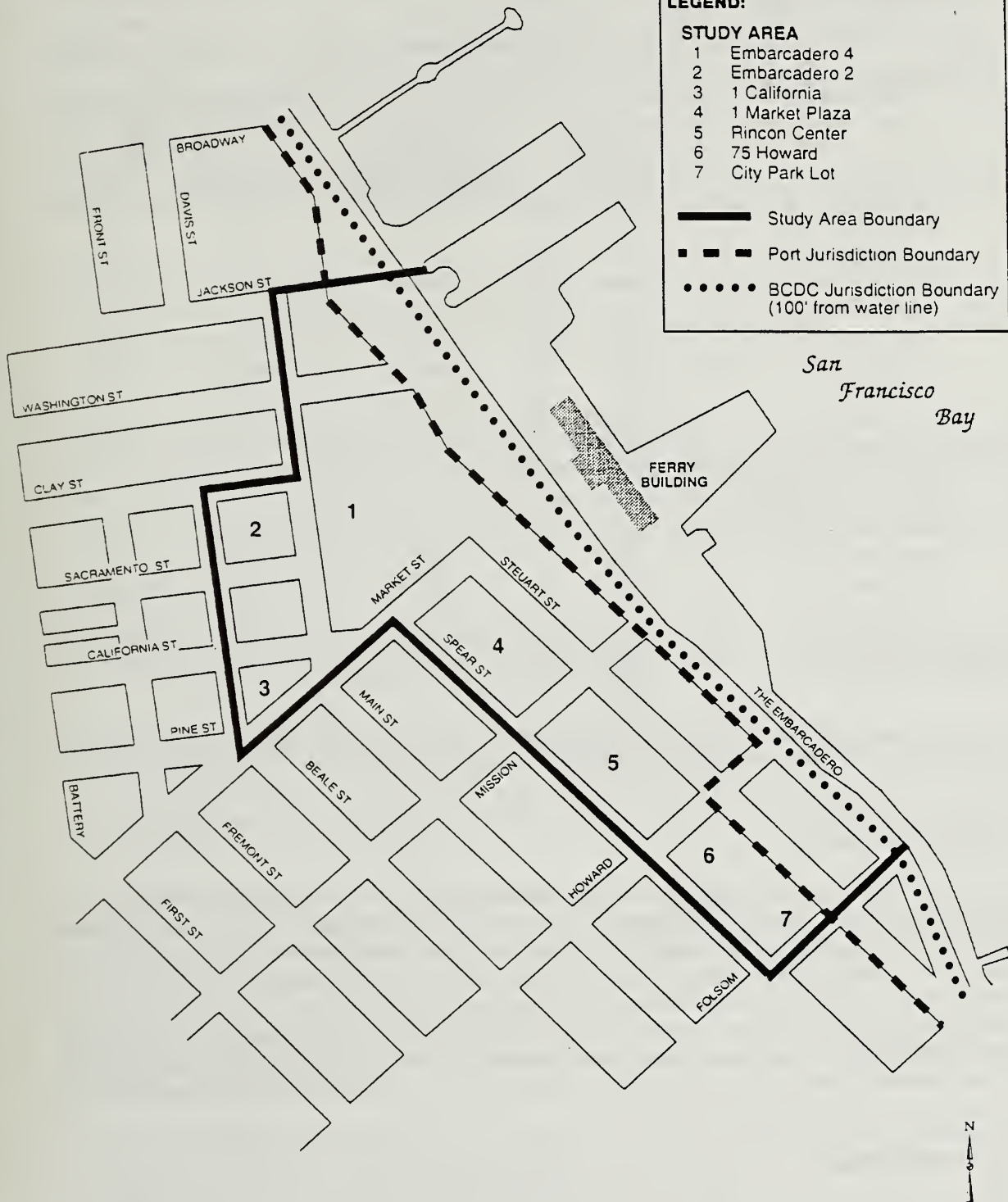
Notes: 1 Short-term spaces.

2 Restricted for use by Port tenants or employees or customers of Sinbad's Restaurant.

3 Outside of study area boundary

On-Street and Off-Street Public Parking Supply - The parking supply in the study area includes both on-street and off-street public parking spaces. In the study area, there are approximately 4,600 spaces, with about 545 spaces (12%) located on-street and about 4,070 public parking spaces (88%) located off-street. Of the 545 on-street spaces, about 410 spaces are managed by the San Francisco Department of Parking and Traffic. The remaining 135 on-street spaces are under the Port's jurisdiction. All on-street parking is limited to 2 hours or less.

Of the 4,070 off-street parking spaces, 1,148 spaces are under the Port's jurisdiction, while the remaining 2,922 spaces are located in public garages or parking lots. Table 2 lists the location of the public and private parking spaces under the jurisdiction of the Port of San Francisco, including the parking spaces located in The Embarcadero Roadway median which will be permanently removed due to construction of the *Mid-Embarcadero Roadway/Terminal Separator Structure Replacement Project*. As of August 3, 1998 all 344 parking spaces have been removed from the median. Figure 12 shows the location of the public parking facilities outside the jurisdiction of the Port of San Francisco.



Existing Off-Street Public Parking Facilities in the Study Area

Figure 12

Ferry Building Renovation Project

Table 3. Existing Occupancy of Public Off-Street Parking Facilities in the Study Area and Vicinity.

Study Area		Number of Parking Spaces	Percentage Monthly Passes/ Long-Term Spaces	Weekday Occupancy Percentage	
Site	Location			AM Peak 9:00-9:30	Mid-day 1:00-1:30
1	Embarcadero 4	355	75	50	85
2	Embarcadero 5/ Hyatt	185	75	50	85
3	Embarcadero 2	510	75	50	85
4	One California	150	N/A	90	90
5	One Market Plaza	180	40	100	90
6	Rincon Center	700	N/A	N/A	N/A
7	75 Howard	612	N/A	N/A	N/A
8	City Park Lot	<u>232</u>	90	90	90
Study Area Subtotal		2,924			
Study Area Vicinity					
9	Maritime Plaza	1,115	75	40	55
10	Embarcadero 3	651	75	50	85
11	California/ Pine	300	N/A	N/A	N/A
12	120 Howard	146	80	N/A	N/A
13	City Parking Lot	<u>104</u>	90	95	95
Vicinity Subtotal		<u>2,316</u>			
TOTAL		5,420			

Source: Pittman & Hames Associates, November 1995

Parking Occupancy

A survey of off-street public parking facilities outside the jurisdiction of the Port of San Francisco in the study area and vicinity was conducted in June 1994 to determine the occupancy levels of these facilities. Table 3 shows the occupancy level of public off-street parking facilities in the study area and vicinity based on this survey. The occupancy level for public parking spaces outside Port jurisdiction is 85 percent or greater during the peak use period (9:00 to 9:30 AM) and mid-day period (1:00 to 1:30 PM). There is a similar occupancy pattern for off-street parking facilities under Port jurisdiction. For instance, off-street metered parking spaces in front of the Ferry Building and in the median of The Embarcadero Roadway were 95 percent occupied during the mid-day period during a survey conducted in June 1994.

Transit Facilities

The study area for analyzing impacts on transit service resulting from the proposed project is bounded by Mission Street on the south, Washington Street on the north, and Spear and Drumm Streets on the west. The study area is served by four major transit operators: Muni, Golden Gate Bridge Highway & Transportation District (GGBHTD), San Mateo County Transit District

(SamTrans), and Bay Area Rapid Transit (BART). Alameda County Transit (AC Transit) also provides transit services at the Transbay Transit Terminal six blocks southwest of the project site.

San Francisco Municipal Railway (Muni). Muni operates diesel and electric trolley buses on fourteen different routes near the Ferry Building. One of Muni's bus layover facilities is located in the study area at Mission and Steuart Streets. Muni bus routes that begin and terminate at this layover site operate on either Mission or Market Streets. The nine routes (2, 6, 7, 8, 9, 21, 31, 66, 71) carry approximately 170,000 total daily riders. However, bus loading in the study area is not high, since most routes either begin or terminate at this site and peak loading occurs elsewhere.

Other Muni bus routes, such as the 1, 32, 41, 80X, and 82X, have stops in the study area. The 32 and the 82X routes run along The Embarcadero Roadway. Muni also operates light rail, cable car, and electric streetcar services in the study area. The light rail service (Muni Metro) operates in tunnels underneath Market Street. All five routes (J-Church, K-Ingleside, L-Taraval, M-Ocean View, and N-Judah) stop at Embarcadero Station, 2 blocks west of the Ferry Building on Market Street.

Muni's streetcar operation includes the California Street cable-car operation which terminates at Market and Drumm Streets, three blocks west of the Ferry Building; and the F-Line streetcar service which operates along Market Street from Castro Street to the Transbay Terminal. Currently, the F-line's closest station to the project site is at Fremont and Market Streets, approximately 4½ blocks west of the Ferry Building. Muni began construction in July 1998 to extend this line to Fisherman's Wharf via The Embarcadero Roadway directly in front of the Ferry Building. Construction is expected to be completed in early 1999.

The inauguration of the Muni E-Line light rail project also occurred in 1998. The E-Line operates between the Embarcadero Station and the Cal-train depot at King and 4th Streets, stopping at Rincon Point, Mission Bay and South Beach along the way.

Golden Gate Bridge Highway and Transportation District (GGBHTD). Two GGBHTD bus routes, the 67 and 69, operate during the peak commute hours in the study area. GGBHTD operates twenty-eight other routes to and from Marin and Sonoma counties. All of these routes terminate in front of the Transbay Terminal on Mission Street between First Street and Fremont Street, approximately six blocks southwest of the Ferry Building.

San Mateo County Transit District (SamTrans). SamTrans operates two bus routes, the 1F and 22D, during peak commute hours near the Ferry Building. Both routes follow Mission Street eastbound and turn around on Steuart and Spear Streets before heading westbound on Mission Street. SamTrans operates eight other routes which serve the Transbay Terminal.

San Francisco Bay Area Rapid Transit District (BART). Embarcadero Station is the closest BART station, located 2 blocks west of the Ferry Building on Market Street. Muni Metro and BART share the Embarcadero Station.

Ferries. The Golden Gate Transit Ferry Service provides ferry service from the Ferry Building to Sausalito and Larkspur. The Blue and Gold Ferry provides service to Tiburon, Oakland/Alameda, and Vallejo. The Harbor Bay Ferry also provides service to Alameda.

Amtrak. Amtrak currently operates two buses between Emeryville and San Francisco during the PM peak hour. The buses load and unload passengers at Pier ½.

Pedestrian Facilities and Service Levels

The existing Ferry Building configuration does not provide a pedestrian-friendly environment between the Ferry Terminal and points west. Golden Gate Ferry passengers are funneled through a narrow corridor in the building to the Ferry Terminal. The corridor is proposed to be improved as part of the *Downtown Ferry Terminal Project*. Oakland/Alameda ferry passengers load and unload north of the Ferry Building and do not travel through the building. Pedestrian circulation from Herb Caen Way, along the bayside of the Ferry Building, is presently impossible due to the location of the boiler building. The *Terminal Project* would relocate the boiler building and provide continuous access to the bayside. Pedestrian circulation in front of the Ferry Building is possible by the network of crosswalks and sidewalks. The Embarcadero Roadway crossings are located at Washington Street, Mission Street, and in front of the Ferry Building. Because of the wide median in The Embarcadero Roadway, pedestrians cross one roadway section at a time.

A study of the adequacy of pedestrian facilities (i.e., walkways - promenades, crosswalks, and sidewalks) in the area of the Ferry Building relative to the proposed *Renovation Project* was conducted in November 1992 and April 1993. Five pedestrian walkways were analyzed in the study and include: the promenade in front of the Ferry Building, the crosswalk at Mission Street, the crosswalk in front of the Ferry Building, the crosswalk mid-block between the Ferry Building and Washington Street, and the crosswalk at Washington Street. Figure 11 shows the locations of the pedestrian walkways analyzed in the study.

The study of the adequacy of a pedestrian facility involves first assessing the current Level of Service of the facility from the perspective of a pedestrian, and then determining the impact of new development on that Level of Service. The Level of Service of a walkway is the function of the width of the walkway and the number of people who use it over a period of one hour. Congestion in walkways affects the ability of pedestrians to maintain their chosen speed, their path across a stream of other pedestrians, to pass slow-moving pedestrians, and to maintain a flow in the direction opposite from the peak direction of flow. Levels of pedestrian congestion can be translated into Level of Service (LOS) A through F used for traffic analysis. A pedestrian flow of LOS A is considered to be less than 6 persons per minute per foot of walkway width. A pedestrian flow below LOS C, considered an unacceptable Level of Service, is 18 to 25 persons per minute per foot of walkway width (see Appendix 3).

The pedestrian walkways analyzed in the study operate at a pedestrian flow of LOS A during the P.M. peak hour and on Saturday. The only exception is the crosswalk between the Ferry Building and Washington Street, which operates at LOS C, considered a marginally acceptable Level of Service.

Bicycle Facilities

The study area is a popular route for bicyclists due to its scenic attributes; the flat grade of surrounding streets; the intermodal opportunities of the ferries; the Embarcadero Station; and the Caltrans Bay Bridge Bike Shuttle service to the Transbay Terminal. In April of 1995 an analysis of existing on- and off-street bicycle facilities was conducted in the study area to assess the adequacy of bicycle lanes and bicycle parking facilities. On-street bicycle lanes are provided on The Embarcadero Roadway south of Folsom Street. Although these lanes meet the minimum standards set forth in the California Department of Transportation 1995 *Highway Design Manual*, their adequacy is affected by a number of factors: the high traffic volume and speed of vehicles on the

roadway; the presence of manholes and drainage grates within the bicycle lanes; and the narrow width of adjacent parking lanes, which requires that car doors be opened into bicycle traffic. The existing bicycle lanes are therefore considered appropriate only for experienced cyclists.

There are no bicycle racks at the Ferry Building or in the immediate plaza area. The closest city garage with bicycle racks is the Golden Gateway Garage at 250 Clay Street, between Battery and Davis Streets; the closest bicycle lockers are at the Transbay Terminal. The small number of parked bicycles observed during the study does not necessarily mean that bicycles are not used to access the project area. It may be due to the fact that ferries allow bicycles on-board, or that offices allow their employees to bring bicycles inside. There may be a latent demand for daytime bicycle parking by ferry passengers or employees due to the lack of secure bicycle parking facilities at the Ferry Terminal.

D. Air Quality

Information on the existing setting and project impacts and mitigation measures relative to Air Quality (Section D of Chapters III and V, respectively) is from *San Francisco Ferry Building Renovation and Historic Rehabilitation: Air Quality* (Resource Management International, Inc., 1996).

Winds

The United States Weather Service data for San Francisco indicate that winds in the project vicinity are from the west or northwest almost 60 percent of an average year. Winds from these directions typically have velocities ranging from about 10 to 13 knots. However, the Ferry Building is within a "wind shadow" created by downtown high-rise buildings. This "wind shadow" protects the building from severe winds.

Regulatory Background and Existing Air Quality Conditions

The *Clean Air Act Amendments* (CAAA) of 1977 and 1990 established National Ambient Air Quality Standards (NAAQS) for ozone (O₃), carbon monoxide (CO), nitrogen dioxide (NO₂), sulfur dioxide (SO₂), and particulate matter (PM₁₀). California Ambient Air Quality Standards (CAAQS) have been established for the listed pollutants under the *Mulford-Carrell Act* of 1969. CAAQS are often more stringent than NAAQS (Table 5).

The Bay Area Air Quality Management District (BAAQMD) operates air quality monitoring stations throughout the Bay Area. The monitoring station closest to the Ferry Building is located at Arkansas and Sixteenth Streets, approximately 2.1 miles south of the project site. Air pollutant concentration data collected at this station are expected to be similar to the conditions in the project area for O₃, NO₂, SO₂, and PM₁₀. Table 6 summarizes the highest monitored ambient concentrations for these air pollutants for the periods 1996 and 1997 and provides the CAAQS for comparison.

Marin Day School, a preschool and day care center, is located about one-half mile south of the Ferry Building. The school constitutes the closest air quality "sensitive receptor" in the project vicinity.

As part of the environmental review for the *Mid-Embarcadero Roadway/Terminal Separator Structure Replacement Project*, CO concentrations were modeled for existing (1993) and future (2015) conditions at locations in the vicinity of that project. The results showed that in 2015, the

cumulative CO levels within ¼ mile of the Ferry Building during the PM peak hour would be 6.2 ppm. This level is one-third of the California standard of 20 ppm (1-hour averaging time).

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Table 4. State and Federal Air Quality Standards.

Pollutant	Averaging Time	California Standard		National Standard	
		Concentration ¹	Attainment ²	Concentration	Attainment
Photochemical oxidants	1-hour	0.09 ppm (180 mg/m ³)	N	0.12 ppm (235 mg/m ³)	A
Carbon monoxide	1-hour	20 ppm (23 mg/m ³)	A	35 ppm (40 mg/m ³)	A
	8-hour	9.0 ppm (10 mg/m ³)	A	9 ppm (10 mg/m ³)	Urban N Rural A
Nitrogen dioxide	1-hour	0.25 ppm (470 mg/m ³)	A	---	---
	Annual	---	---	0.053 ppm (100 mg/m ³)	A
Sulfur dioxide	1-hour	250 ppb (655 mg/m ³)	A	---	---
	24-hour	50 ppb	A	140 ppb (365 mg/m ³)	A
	Annual	---	---	30 ppb (80 mg/m ³)	A
Suspended particulate matter (PM ₁₀)	24-hour	50 mg/m ³	N	150 mg/m ³	U
	Annual arithmetic mean	---	---	50 mg/m ³	A
	Annual geometric mean	30 mg/m ³	N	---	---

Source: BAAQMD 1995

Notes: ¹ ppm = parts per million, ppb = parts per billion, mg/m³ = micrograms per cubic meter

² A = Attainment status, N = Nonattainment status, U = Unclassified

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Table 5. Summary of Air Pollutant Concentrations at the Arkansas Street Monitoring Station.

Pollutant ¹	Averaging Time	California Standard	Highest Concentration Measured	
			1996	1997
Ozone (ppm)	1-hour		0.07	0.07
Nitrogen dioxide (ppm)	1-hour	0.25	0.08	0.07
	Annual	--	0.022	0.020
Sulfur dioxide (ppb)	1-hour	250	36	26
	24-hour	50	8	7
	Annual	--	1	1
Particulate matter (PM ₁₀) (mg/m ³)	24-hour	50	71	81
	Annual geometric mean	30	21	22
	Annual arithmetic mean	--	24	25

Source: California Air Resources Board 1994, 1995.

Notes: ¹ ppm = parts per million, ppb = parts per billion, mg/m³ = micrograms per cubic meter

E. Visual Quality and Aesthetics

Information on the existing setting and project impacts and mitigation measures relative to Visual Quality and Aesthetics (Section E of Chapters III and V, respectively) is from *Visual Impact Assessment for the Ferry Building Historic Renovation Project* (Public Affairs Management, 1996).

Views from Ferry Building

The Ferry Building is a prominent structure with architectural and historic significance. The visual character of the building and its environment are distinctly unique to the location on the waterfront. In addition, the historic context of the Ferry Building and its position relative to more modern structures lends visual interest to the area. The Ferry Building persists as an important visual and cultural landmark for the City. However, extensive alterations to the building's exterior and interior over a period of many years has compromised the overall design integrity of the structure.

The viewshed boundaries from the project site are the urban edge of San Francisco and The Embarcadero Roadway on the west, The Embarcadero and waterfront on the north and south, and San Francisco Bay on the east. From the Ferry Building, viewers can see Rincon Hill, the Bay Bridge, Nob Hill, Telegraph Hill, Yerba Buena and Treasure Islands, and East Bay cities and hills.

Views to Ferry Building

The Ferry Building is within the view of several groups of people: residents and employees of high-rise buildings, motorists and pedestrians along Market Street and on The Embarcadero Roadway, pedestrians in public spaces around the Ferry Building, ferry passengers, and individuals on boats. Currently, the building sits amidst surface parking and roadways. These viewers have an unobstructed sight of the Ferry Building.

To the users of the high-rise buildings that surround it, the Ferry Building is a prominent element in the foreground views of the waterfront, the Bay and beyond. However, it is secondary to San Francisco Bay, which is the dominant visual feature. These residents and employees are considered the most sensitive viewers because of their proximity and exposure to the activities related to construction of the proposed project. Motorists have brief, direct views of the northern and southern facades of the Ferry Building and clock tower. Pedestrians have direct views of the Ferry Building from all directions.

Shadows and Glare

Tall buildings west of the Ferry Building include the Embarcadero Center, Southern Pacific Building, One Market Plaza, and Rincon Towers. In the spring and summer, these buildings do not cast shadows over the Ferry Building until the early evening, between 5:00 and 7:00 PM. During the fall and winter, shadows fall across the Ferry Building in the afternoon. Due to the open spaces surrounding the Ferry Building and the adequate lighting of the building, shadows do not seem to restrict use or enjoyment of the building.

The primary source of light and glare are the headlights of surface street vehicles. Lighting along surface streets and pedestrian walkways is another source of light and glare. However, these lights also create a unique visual impact, as they line the promenade along the waterfront. Ambient light from high-rise buildings, Justin Herman Plaza, and the Embarcadero Center fountain/sculpture is also present.

F. Biological Resources and Water Quality

Information on the existing setting and project impacts and mitigation measures relative to Biological Resources and Water Quality (Section F of Chapters III and V, respectively) is from *San Francisco Ferry Building Renovation and Historic Rehabilitation: Biological Science* (Resource Management International, Inc., 1996). The report provides results of a reconnaissance-level September 12, 1995 survey of the Ferry Building complex and the surrounding area. It also contains data from the *Marine Resources Survey of Central San Francisco Bay*, prepared for the U.S. Army Corps of Engineers by Western Ecological Services Company, Inc. (WESCO) in 1989. *The Marine Resources Survey of Central San Francisco Bay* is supplemented by data regarding sensitive plant and animal species compiled by the California Natural Diversity Data Base.

The fish and wildlife habitats identified in the study area are the open water of San Francisco Bay, shoreline and intertidal communities associated with wharf or pier pilings; and the developed, urban landscape of the waterfront.

Habitats of San Francisco Bay

The open water of San Francisco Bay in the vicinity of the Ferry Building contains a variety of commercially and recreationally important marine species. Representative fish species include striped bass, salmon, white sturgeon, Pacific herring, and northern anchovy. Adult striped bass occur seasonally throughout the central portions of the Bay, but the primary bass sportfishing ground is located around Treasure Island and Alcatraz Island. Chinook salmon use the Bay as holding and feeding areas and may occasionally migrate near the project vicinity enroute to spawning areas in the Sacramento River and Delta system. The area south of the Ferry Building from Rincon Point to Candlestick Point, is an important white sturgeon sport fishing area. The San Francisco waterfront

from Fort Mason to Candlestick Point is a major intertidal spawning ground for Pacific herring. The floating mats of commonly occurring red algae (*Gracilaria*) is used as a spawning substrate. One of the primary concentration areas of adult and "young-of-the-year" northern anchovy is located between the Ferry Building and Treasure Island.

The open water adjacent to the Ferry Building and extending out into the Bay provides winter habitat for the shiner perch, a species frequently caught by Bay Area anglers from the shore, docks, and local piers. Perch prefer the relatively calm water in protected areas of the Bay and are most abundant around the pilings of wharves and piers along the San Francisco waterfront. The primary habitat of the speckled sanddab is located throughout the western portion of the Bay, including water near the Ferry Building. This bottom-dwelling species prefers relatively shallow and protected waters.

The concrete piers supporting the Ferry Building and surrounding structures provide habitat and a substrate for various species of submerged seaweed, barnacles, and other plants and animals whose distribution is determined by tidally-influenced periods of submersion and exposure. Animals which may be present around the pier pilings include mussels, shrimp, shipworms, hydroids, tunicates, and seastars.

Gulls and cormorants use some of the existing structures near or protruding from Bay water as roosts. Western grebes, surface feeding and diving ducks, and California brown pelicans frequent the area. Harbor seals and California sea lions are observed occasionally in the vicinity of the Ferry Building.

Urban Habitat

No plant or animal habitat exists near or on the developed portions of the Ferry Building. Urban landscaping, consisting of plants confined to planter boxes and smaller areas of defined landscape plantings, are located at the rear of the building, a second floor terrace, and a ground floor patio area south of the building (between the Ferry Terminal and Sinbad's Restaurant). On its roof, ledges and tops of columns, the Ferry Building provides roosting habitat for gulls and rock doves (pigeons).

Sensitive Animal Species

Sensitive animal species are defined herein as those species that are listed as threatened or endangered or candidates for such listing according to the federal or state *Endangered Species Acts*; species of special concern to the California Department of Fish and Game; species considered "fully protected" under California Fish and Game Code §3511, 5050, and 5515; or species considered rare, threatened, or endangered under §15380(d) of CEQA Guidelines.

Several sensitive animal species have been documented to occur in Bay habitats in the vicinity of the Ferry Building. These species include the following: tidewater goby, chinook salmon, double-crested cormorant, California black rail, California clapper rail, and bank swallow.

None of these species are known or expected to occur on the project site, as the habitats that these species require do not occur on or near the site. The tidewater goby require brackish water lagoons or marshes, and the rail species require tidal salt marshes. Rookery sites, required by double-crested cormorants, are not known to be present on or adjacent to the Ferry Building. Adult and juvenile winter-run Chinook salmon keep to the deeper main channel areas as they pass through San Francisco Bay. The bank swallow requires vertical banks or cliffs with fine-textured/sandy soils to dig nesting holes, a habitat lacking along the seawall near the Ferry Building.

G. Socio-economics

Information on the existing setting and project impacts and mitigation measures relative to Socio-economics (Section G of Chapters III and V, respectively) is from *Draft Relocation Impact Study for the Historic Restoration and Renovation of the Ferry Building* (Causby & Company, 1995).

The Ferry Building is located on the Central Waterfront, along the eastern edge of the Financial District, in downtown San Francisco where there is a relatively small residential base. The largest, most densely developed office and commercial district is just west of the project site. Over 6,000 businesses are located in the estimated 32.3 million square feet of office space in the Financial District. The South Financial District and Jackson Square, both within walking distance from the Ferry Building, contain 12.8 and 2.6 million square feet of office space, respectively. The daytime population in these areas is approximately 125,000 people, most of whom are employed in professional service, finance, insurance, real estate, or retail trade. Their average annual income exceeds \$40,000 per employee.

The Ferry Building is a public use facility owned and operated by the Port of San Francisco. It houses four government agencies: the California Department of Mental Health, California State Board of Pilots, Mayor's Office of Trade and Development, and Port of San Francisco. Six non-profit agencies are located in the Ferry Building: the World Trade Club, Paint Brush Diplomacy, Golden Gate Ports Association, San Francisco Irish Film Festival, San Francisco Trial Lawyers Association, and Kaos Pilots.

The Port of San Francisco occupies approximately 42,000 square feet on three floors in the south wing of the building. Amtrak operates a 4,100 square-foot ticket office and passenger lobby on the first floor of the building. Eighty-one tenants in the building occupy less than 1,000 square feet.

H. Cultural Resources

Information on the existing setting and project impacts and mitigation measures relative to Cultural Resources (Section H of Chapters III and V, respectively) is from *Historic Property Survey Report for the Ferry Building Renovation Project* (Public Affairs Management, 1996).

Architectural Resources

The Ferry Building was designed by A. Page Brown as a ferry boat terminal and State office building. The building is an architectural resource listed as the "Union Ferry Depot" on the National Register of Historic Places on December 1, 1978, in recognition of its unique architectural style, importance in the development of San Francisco, and its 99-year history. It was recognized by the National Society of Civil Engineers as an Historic Civil Engineering Landmark in 1977, and was designated a City Landmark (Landmark No. 90) by the San Francisco Landmarks Preservation Board effective July 9, 1977.

Construction of the original building was completed in 1898. As Bay Area transportation systems changed, the building became substantially altered from its original character. When the price of automobiles declined significantly in the 1930s and the San Francisco-Oakland Bay Bridge was constructed, use of the Ferry Building as a transportation terminal began to decline. In the 1950s, the interior of the northern wing was rebuilt for the World Trade Center, and later the northern halves of the east elevation and northern elevation were rebuilt. The arcade was filled in and the original

the east elevation and northern elevation were rebuilt. The arcade was filled in and the original windows on the northern wing were replaced with fixed-pane, aluminum frame windows. After ferry service was discontinued in 1958, the Ferry Building ceased functioning as a transportation terminal, and the building was renovated for office space. The Ferry Building underwent many other alterations that are described in detail in the *Historic Property Survey Report*.

Archaeological Resources

The area of the Ferry Building was open water in prehistoric times; therefore, no prehistoric resources are likely to be present in the area. Furthermore, substantial excavation for the *Wastewater Management Project* (construction of stormwater detention basins between the BART/Muni Embarcadero Station and Howard Street), BART (construction of the Embarcadero Station), and *Muni Metro Turnback Project* did not reveal any evidence of prehistoric archaeological resources at or near the Ferry Building.

In historic times, the Ferry Building site remained as open water with some waterfront structures. During the Gold Rush period, wharves from Market Street, Commercial Street, and Clay Street were constructed eastward from the shore, and extended into and beyond the area of the Ferry Building. Construction of the Old and New Seawalls in the late 19th century reclaimed open water to extend the eastern edge of the City further into the Bay. Construction of the New Seawall required the excavation of a trench 6 meters (20 feet) deep and 30 meters (100 feet) wide, which would have effectively destroyed any cultural resources in that area. The Ferry Building was constructed on pilings beyond the New Seawall at the foot of Market Street between 1894 and 1898. Maintenance of ferry ships and other operations entailed periodic dredging of the Bay bottom and replacement of pilings. These activities probably destroyed any artifacts or other buried archaeological resources. With the exception of the New Seawall, an archeological resource which lies at the west edge of the Ferry Building, no buried archaeological resources are believed to remain under the Ferry Building or the adjacent Ferry Terminal.

Chapter IV

Environmental Significance Checklist

The following is the Caltrans Environmental Significance Checklist, which has been adopted from the CEQA Guidelines. The checklist is used to identify physical, biological, social and economic factors which may be affected by the proposed *Ferry Building Renovation Project*.

In many cases, the background studies performed in connection with the proposed *Renovation Project* clearly indicate that the project would not affect a particular resource. A "NO" answer in the first column indicates this determination. A "YES" answer marked in the first column denotes that a particular factor will or may be affected by the project. Discussions of the potential environmental impacts are provided in Chapter V and referenced by the Checklist question number.

ENVIRONMENTAL SIGNIFICANCE CHECKLIST	YES OR NO	IF YES, IS IT SIGNIFICANT?
PHYSICAL: Will the proposal either directly or indirectly:		
1. Appreciably change the topography or ground surface relief features?	NO	
2. Destroy, cover, or modify any unique geologic, paleontologic, or physical features?	NO	
3. Result in unstable earth surfaces or increase the exposure of people or property to geologic or seismic hazards?	NO	
4. Result in or be affected by soil erosion or siltation (whether by water or wind)?	NO	
5. Result in the increased use of fuel or energy in large amounts or in a wasteful manner?	NO	
6. Result in an increase in the rate of use of any natural resource?	NO	
7. Result in the substantial depletion of any nonrenewable natural resource?	NO	
8. Violate any published Federal, State, or local standards pertaining to hazardous waste, solid waste or litter control?	NO	
9. Modify the channel of a river or stream or the bed of the ocean or any inlet or lake?	NO	
10. Encroach upon a floodplain or result in or be affected by floodwaters or tidal waves?	NO	
11. Adversely affect the quantity or quality of surface water, groundwater, or public water supply?	NO	
12. Result in the use of water in large amounts or in a wasteful manner?	NO	
13. Affect wetlands or riparian vegetation?	NO	
14. Violate or be inconsistent with Federal, State, or local water quality standards?	NO	

ENVIRONMENTAL SIGNIFICANCE CHECKLIST	YES OR NO	IF YES, IS IT SIGNIFICANT?
15. Result in changes in air movement, moisture, or temperature, or any climatic change?	NO	
16. Result in an increase in air pollutant emissions, adverse effects on or deterioration of ambient air quality?	YES	NO
17. Result in the creation of objectionable odors?	NO	
18. Violate or be inconsistent with Federal, State, or local air standards or control plans?	NO	
19. Result in an increase in noise levels or vibration for adjoining areas?	NO	
20. Result in any Federal, State or local noise criteria being equaled or exceeded?	NO	
21. Produce new light, glare or shadows?	NO	

BIOLOGICAL: Will the proposal result in (either directly or indirectly):

22. Change in the diversity of species or number of any species of plants (including trees, shrubs, grass, microflora, and aquatic plants)?	NO	
23. Reduction of the number of or encroachment upon the critical habitat of any unique, threatened or endangered species of plants?	NO	
24. Introduction of new species of plants into an area, or result in a barrier to the normal replenishment of existing species?	NO	
25. Reduction in acreage of any agricultural crop or commercial timber stand, or affect prime, unique, or other farmland of State or local importance?	NO	
26. Removal or deterioration of existing fish or wildlife habitat?	NO	
27. Change in the diversity of species, or numbers of any species of animals (birds, land animals including reptiles, fish and shellfish, benthic organisms, insects or microfauna)?	NO	
28. Reduction of the number of or encroachment upon the critical habitat of any unique, threatened or endangered species of animals?	NO	
29. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals?	NO	

SOCIAL AND ECONOMIC: Will the proposal directly or indirectly:

30. Cause disruption of orderly planned development?	NO	
31. Be inconsistent with any elements of adopted community plans, policies or goals?	NO	
32. Be inconsistent with a Coastal Zone Management Plan?	NO	
33. Affect the location, distribution, density, or growth rate of the human population of an area?	YES	NO
34. Affect life-styles, or neighborhood character or stability?	NO	
35. Affect minority, elderly, handicapped, transit-dependent, or other specific interest groups?	NO	

ENVIRONMENTAL SIGNIFICANCE CHECKLIST	YES OR NO	IF YES, IS IT SIGNIFICANT?
36. Divide or disrupt an established community?	NO	
37. Affect existing housing, require the acquisition of residential improvements or the displacement of people or create a demand for additional housing?	NO	
38. Affect employment, industry or commerce, or require the displacement of businesses or farms?	YES	NO
39. Affect property values or the local tax base?	YES	NO
40. Affect any community facilities (including medical, educational, scientific, recreational, or religious institutions, ceremonial sites or sacred shrines)?	NO	
41. Affect public utilities, or police, fire, emergency or other public services?	NO	
42. Have substantial impact on existing transportation systems or alter present patterns of circulation or movement of people and/or goods?	YES	NO
43. Generate additional traffic?	YES	NO
44. Affect or be affected by existing parking facilities or result in demand for new parking?	YES	NO
45. Involve a substantial risk of an explosion or the release of hazardous substances in the event of an accident or otherwise adversely affect overall public safety?	NO	
46. Result in alterations to waterborne, rail or air traffic?	YES	NO
47. Support large commercial or residential development?	NO	
48. Affect a significant archaeological or historic site, structure, object, or building?	YES	NO
49. Affect wild or scenic rivers or natural landmarks?	NO	NO
50. Affect any scenic resources or result in the obstruction of any scenic vista or view open to public view, or creation of an aesthetically offensive site open to the public?	YES	NO
51. Result in substantial impacts associated with construction activities (e.g., noise, dust, temporary drainage, traffic detours and temporary access, etc.)?	NO	
52. Result in the use of any publicly-owned land from a park, recreation area, or wildlife and waterfowl refuge?	NO	

Chapter V

Environmental Evaluation and Mitigation

Based on the answers to the questions in the previous Environmental Significance Checklist, this chapter discusses the environmental impacts of the proposed *Ferry Building Renovation Project*. For each issue area analysis, a reference to the relevant Checklist question numbers is provided. Any necessary mitigation measures to reduce potential significant impacts to a level of non-significance follow each section.

The environmental impact analyses are summarized from various data and technical reports on the proposed *Renovation Project*. Discussion of all issues pertain to both development alternatives (the *Retail Scenario* and *Office Scenario*) as described in Section D of Chapter II. The discussion of impacts regarding Traffic and Circulation and Cultural Resources pertain to the worst-case (i.e., *Retail Scenario*) unless otherwise noted. These data and technical reports are incorporated by reference into this Initial Study/Environmental Assessment, pursuant to CEQA Sections 21061 and 21100 (see also State CEQA Guidelines Section 15150). They are available for public review at the City and County of San Francisco Planning Department, 1660 Mission Street, and include:

AGS, Inc., *Draft Hazardous Waste Study and Site Report: Ferry Building, Port of San Francisco*, April 30, 1996.

AGS, Inc., *Draft Hydrology Report, Ferry Building, Port of San Francisco*, October 4, 1996.

Causby & Company, *Draft Relocation Impact Study for the Historic Restoration and Renovation of the Ferry Building*, August 1995.

Public Affairs Management, *Historic Property Survey Report for the Ferry Building Renovation Project*, December 1996.

Public Affairs Management, *Visual Impact Assessment for the Ferry Building Historic Renovation Project*, December 1996.

Resource Management International, Inc., *San Francisco Ferry Building Renovation and Historic Rehabilitation: Biological Science*, October 1996.

Resource Management International, Inc., *San Francisco Ferry Building Renovation and Historic Rehabilitation: Air Quality*, 1996.

Wilbur Smith Associates, *Transportation Study for the San Francisco Ferry Building, Initial Study/Environmental Assessment (IS/EA)*, November 29, 1995.

Wilbur Smith Associates, *San Francisco Ferry Building Supplemental Analysis: Office Alternative*, May 7, 1998.

The issues raised in Environmental Significance Checklist Questions 1, 3, 5-7, 19-20, 30-32, 34-36, and 41 are not issues of the proposed *Renovation Project*; therefore, they are not addressed in the Environmental Evaluation. As several local plans clearly support the need for rehabilitation and

restoration of the Ferry Building, the issue of consistency of the proposed *Renovation Project* with local plans is not addressed further. The proposed project would not affect planned development in the Financial District or the character of that neighborhood because it would be constructed within the footprint of an existing building; involves physical alterations to an existing building, not construction of new buildings or facilities; involves mainly a change in the mix of existing uses in that building; and a potential new use in the building (entertainment) already exists in the neighborhood.

The proposed *Renovation Project* would not affect topography or ground surface relief features because it would be constructed within the existing footprint of the Ferry Building and involves alterations to the building itself, and would not involve surface excavation for construction of new buildings or facilities. As the proposed project includes seismic repair and strengthening of the Ferry Building, it would not expose people or property to geologic or seismic hazards. Impacts of the proposed project on the use of fuel, energy, or natural resources; and demand for utilities and public services are not addressed because utilities and services are already provided for the existing uses in the Ferry Building, the project involves mainly a change in the mix of these existing uses, and the project includes improving existing building systems. Operational noise is not an impact of the proposed project because the project mainly involves a change in the mix of existing uses in the Ferry Building; and the potential new entertainment use in the building already exists in the Financial District, would be conducted within enclosed settings, and would be developed in compliance with applicable noise regulations.

A. Hazardous Materials

Environmental Significance Checklist Questions 8, 45, and 51

Asbestos-Containing Materials

Asbestos-containing material (ACM) was found throughout the Ferry Building as a result of a 1996 asbestos survey in the building that included sampling of materials from different areas of the building. Areas of the building that were not sampled for ACM due to inaccessibility or the presence of multiple layered ceilings or remnants of discarded materials should be sampled for ACM if construction activities will take place in these areas. Seismic upgrade, structural strengthening, and historic rehabilitation activities in the building could disturb ACM and result in public exposure to asbestos, which would constitute a potential public health hazard.

Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work. Notification must include the names and addresses of operations and persons responsible; description and location of the structure to be demolished/alterd including size, age, prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of the planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In

addition, the District will inspect any removal operation concerning which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (Cal/OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest which details the hauling of the material from the site and its disposal. Pursuant to California law, the Port of San Francisco Department of Building Inspection and Construction Management would not issue the required permit until the applicant has complied with the notice requirements described above. These regulations and procedures, already established as a part of the building permit review process, would insure that any potential impacts due to public exposure to asbestos would be reduced to a less than significant level.

Federal OSHA has mandated new, more stringent rules for handling asbestos-containing materials. Under the new *Final Rule* of October 1994, the agency has halved the permissible exposure limit for airborne asbestos to an eight-hour, time-weighted average of 0.1 fibers per cubic centimeter. OSHA states that certain types of material are "presumed" ACM (PACM) and must be handled as though they do contain asbestos. PACM is defined as thermal system insulation and surfacing materials found in buildings prior to 1980. Surfacing material is defined as material that is sprayed, troweled on, or otherwise applied to surfaces for acoustical, fireproofing, or other purposes.

Additional changes to the *Final Rule*, which extend what is required under *California's Asbestos Notification Law* of September 1988, include owner notification of tenants, employees, and others regarding the location and quantity of asbestos (California state law does not require owners to provide information on the quantity of asbestos). Tenants' responsibilities also increase under the new *Final Rule*. Under California law, a tenant is obligated to inform the owner when conducting an operation that may bring employees into contact with asbestos, but it is the landlord's responsibility to contact the other tenants. Under federal rule, it is the tenant's responsibility to inform adjacent tenants in the building. Lastly, the *Final Rule* states that when one employer has undertaken work that could involve asbestos-containing materials, all adjacent employers "shall take steps on a daily basis to ascertain the integrity of the enclosure and/or effectiveness of the control method relied on by the primary asbestos contractor to ensure that asbestos fibers do not migrate to such adjacent areas." Mitigation measures enacted by staff of the Port of San Francisco Department of Building Inspection and Construction Management currently meet the requirements stipulated by the new *Final Rule*.

Lead-Based Paint and Lead-Contaminated Dust

Lead-based paint was found in three locations in the Ferry Building as a result of a 1996 lead survey in the building that included sampling of materials from different areas of the building. Areas of the building that were not sampled for lead-based paint due to inaccessibility or the presence of multiple layered ceilings or remnants of discarded materials should be sampled for lead-based paint if construction activities will take place in these areas. Seismic upgrade, structural strengthening, and historic rehabilitation activities in the building could disturb lead-based paint and result in public exposure to lead, which would constitute a potential public health hazard. The mitigation measures

listed below must be implemented to reduce or avoid a potential public health hazard from exposure to lead during construction of the proposed *Renovation Project*.

Mitigation Measures

Implementation of the following mitigation measures would reduce the potential public health hazard from exposure to hazardous materials during project construction to a less than significant level:

1. The construction contractor shall implement a dust control program to minimize public exposure to dust contaminated with hazardous materials and degradation of air quality.
2. The construction contractor shall dispose of demolition debris as general construction debris.

Implementation of the following mitigation measures would reduce the potential public health hazard from exposure to lead during seismic upgrade, structural strengthening, and historic rehabilitation activities to a less than significant level:

3. The construction contractor shall replace air filtration elements in the building if they have not been replaced since 1996. Renovation activities that involve heating, ventilation, air conditioning (HVAC) systems shall be conducted using OSHA lead-safe work practices.
4. The Port of San Francisco shall inform construction contractors that will conduct demolition or renovation activities of the lead content of building materials which they will be handling.
5. Prior to the issuance of building, demolition, or renovation permits, the construction contractor shall retain a lead abatement contractor to abate and dispose of the materials noted in Section 6.2, Lead-Based Paint, of the March 1996 *Asbestos and Lead Survey Report* prepared by RGA Environmental, Inc.; and all peeling, flaking, and stratified lead-based paint in the building.

B. Hydrology

Environmental Significance Checklist Questions 9-10 and 12

The proposed *Renovation Project* would not result in substantial flooding, increased erosion, increased flooding due to wave action, or interference with groundwater recharge. Operation of the project would not use water in large amounts or in a wasteful manner because the proposed office and retail uses would be similar in character to existing uses in the Ferry Building and the surrounding Financial District.

The project area is subject to inundation by wave action in the event of a tsunami in the San Francisco Bay region and to potential damage from wave pounding. The first floor of the Ferry Building may be subject to inundation. Specifically, expanding first floor openings which face the Bay may increase the potential for damage from a tsunami. A larger throughway from The Embarcadero Roadway through the Ferry Building to the bayside could result in a slight increase in the amount of water admitted to the first floor areas of the building. The resulting water entry would only slightly affect the Ferry Building and have a less than significant effect on the surrounding area.

Damage to the Ferry Building from tsunami wave pounding within San Francisco Bay is not expected to be significant, although the increased volume of water movement could cause swift currents that may cause erosion damage to bayfront improvements.

A preliminary evaluation of the existing Ferry Building foundations indicates that they do not need any modification. Therefore, the proposed *Renovation Project* would not affect groundwater recharge.

C. Traffic and Circulation

Environmental Significance Checklist Questions 42-44 and 46

Traffic

Trip Generation, Distribution, and Assignment. A summary of person trips for existing and proposed uses of the Ferry Building is presented in Table 6. The *Office* and *Retail Scenarios* of the proposed *Ferry Building Renovation Project* would increase the total number of PM Peak hour person trips in and out of the Ferry Building by approximately 544 and 1,932 person trips, respectively (Tables 7 and 8).

Ferry Building Renovation Project

Table 6. Summary of Daily and Peak Hour Person Trips.

Person Trips			
	Daily	PM Peak Hour	Saturday Mid-day Peak Hour
Existing	5,014	351	0
Office Scenario	18,735	895	704
Retail Scenario	35,909	2,283	2,977

Source: Wilbur Smith Associates, October 1995 and May 1998

Ferry Building Renovation Project

Table 7. PM Peak Hour Work and Non-Work Person Trips for the Office Scenario.

Person Trips							
PM Peak Hour	Total	Work		Non-Work		Non-Work/Cultural	
		In	Out	In	Out	In	Out
Office Scenario	895	-0-	248	324	324	-0-	-0-
Existing	351	-0-	93	141	117	-0-	-0-
Net New	544	-0-	155	183	207	-0-	-0-
Saturday Mid-day Peak Hour							
Office Scenario	704	28	28	324	324	0	0

Source: Wilbur Smith Associates, October 1995 and May 1998

Ferry Building Renovation Project

Table 8. PM Peak Hour Work and Non-Work Person Trips for the Retail Scenario.

		Person Trips					
		Work		Non-Work		Non-Work/Cultural	
PM Peak Hour	Total	In	Out	In	Out	In	Out
Retail Scenario	2,283	-0-	257	213	213	800	800
Existing	351	-0-	93	141	117	-0-	-0-
Net New	1,932	-0-	164	72	96	800	800
Saturday Mid-day Peak Hour							
Retail Scenario	2,977	119	119	225	225	1,145	1,145

Source: Wilbur Smith Associates, October 1995 and May 1998

A survey of existing employees at the Ferry Building was conducted to determine the travel mode of existing person trips. They are primarily made by auto, public transit, or walking (Table 9). The increase in person trips resulting from the proposed *Renovation Project* would have short-term and long-term impacts on local vehicle trips.

Ferry Building Renovation Project

Table 9. Mode of PM Peak Hour Person Trips for the Retail and Office Scenarios.

		Person Trips				
	Total	Vehicle Trips	Auto	Transit	Walk	Other
Existing	351	62	129	96	90	32
Office Scenario	895	159	329	226	243	99
Net New	544	97	200	130	153	67
Retail Scenario	2,283	393	818	602	691	172
Net New	1,932	331	689	506	601	140
<i>Vehicle Trips = Auto person trips divided by average vehicle occupancy</i>						

Source: Wilbur Smith Associates, October 1995 and May 1998

Short-term – Existing Plus Retail/Office Scenarios. For the short-term analysis, certain roadway improvements were assumed, such as the closure of the left-turn lane on The Embarcadero Roadway at Folsom and Harrison Streets. Under the *Retail Scenario*, in the short-term, all the study intersections mentioned in Section C of Chapter III would operate at LOS B, except for The Embarcadero Roadway at Howard Street intersection, which would operate at LOS C. These are considered acceptable Levels of Service by the San Francisco Planning Department. During the Saturday midday peak hour, The Embarcadero Roadway at Washington and Folsom Streets would

operate at LOS C, while the intersections of The Embarcadero Roadway at Broadway and Harrison Streets would operate at LOS B. The remaining two intersections were not analyzed, since existing traffic volumes were not available for the Saturday peak hour.

Under the *Office Scenario*, traffic would be considerably less than that generated by the *Retail Scenario*. Impacts to the Level of Service of surrounding intersections would also be less under the *Office Scenario*.

To further assess whether the *Office Scenario* would have significant traffic impacts, the trip generation for the *Office Scenario* plus 120,000 square feet of office space at Pier One was compared to that estimated for the Ferry Building Subarea from Waterfront Land Use Plan Alternative B (WLUP-B). In terms of person trips during the PM peak hour on weekdays and on Saturdays, the *Office Scenario* plus Pier 1 was found to fall within the range analyzed for the WLUP-B. Similarly, in terms of vehicle trips, the *Office Scenario* plus Pier 1 was found to generate fewer trips that estimated for the WLUP-B. Therefore, the *Office Scenario* plus Pier 1 would not generate a significant increase in traffic.

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Table 10. Existing and Future PM Peak Hour Level of Service at Embarcadero Roadway Intersections for the Retail Scenario.

Embarcadero Intersection	Existing			Existing Plus Office Scenario			Existing Plus Retail Scenario			Year 2015		
	V/C	Delay	LOS	V/C	Delay	LOS	V/C	Delay	LOS	V/C	Delay	LOS
1. Broadway	0.91	20.7	C	0.77	12.9	B	0.78	13.2	B	0.80	28.0	D
2. Washington St.	0.79	10.1	B	0.73	11.6	B	0.77	12.1	B	0.82	14.9	B
3. Mission St.	0.59	5.0	A	0.54	5.3	B	0.55	5.3	B	0.86	17.7	C
4. Howard St.	0.84	13.0	B	0.68	17.2	C	0.69	17.4	C	0.91	13.3	B
5. Folsom St.	0.62	11.4	B	0.67	10.5	B	0.69	10.7	B	0.86	13.1	B
6. Harrison St.	1.15	41.3	E	0.53	6.6	B	0.54	6.7	B	0.61	7.3	B

V/C = Volume to Capacity Ratio; Delay = Delay per vehicle in seconds; LOS = Level of Service

Source: Wilbur Smith Associates, October 1995

Long-term – Year 2015. The long-term traffic impacts for the *Office* and *Retail Scenarios* of the proposed *Renovation Project* were determined using Year 2015 projections from other pertinent studies. Both the *Retail Scenario* and the *Office Scenario* are consistent with the cumulative projections of several other studies in and/or adjacent to the study area, described below.

The *Alternatives to Replacement of the Embarcadero Freeway and Terminal Separator Structure (TSS) EIR/EIS* and the *Waterfront Land Use Plan (WLUP) EIR* (January 1997) both analyzed cumulative conditions encompassing the Ferry Building study area. These studies assumed reasonable growth in the waterfront area, including some development of the Ferry Building site. The

TSS Year 2015 traffic analysis was obtained from the Metropolitan Transportation Commission (MTC) regional travel demand model, which was based on employment and population data from *Projections 1992* published by the Association of Bay Area Governments (ABAG). The employment projections for San Francisco in *Projections 1996* are lower than those in *Projections 1992*. Thus, the TSS 2015 traffic forecasts are conservatively high. For example, total employment in San Francisco County for the year 2010 is estimated to be 683,150 in *Projections 1992* but only 623,100 in *Projections 1996*.

The WLUP EIR analyzed Year 2010 conditions under three land use alternatives for the entire waterfront between Hunter's Point and Fisherman's Wharf and also considered the potential for development of a baseball stadium in China Basin. The Ferry Building study area was included as one of the subareas of the WLUP study area. Cumulative conditions were consistent with those developed for the TSS; however, the forecasts were interpolated to simulate Year 2010 conditions. The WLUP EIR also analyzed the Ferry Building project site on a programmatic level, which included the development of Pier 1. The traffic generated by the *Retail and Office Scenarios* of the proposed *Renovation Project* was compared to the pertinent subarea for the WLUP, and was found to be consistent during the PM peak hour and less than WLUP assumptions during the weekend peak hour.

The TSS and WLUP EIRs were released prior to the current development proposal for Mission Bay, and in advance of the current period of economic growth. In response to the Mission Bay proposal and other proposed redevelopment areas, the San Francisco Redevelopment Agency (SFRA), together with City staff and consultants, has developed revised projections of future population and employment. These revised projections, which are similar to ABAG's *Projections 98*, form the basis of the *Draft Mission Bay Subsequent EIR* published in April of 1997, and are generally consistent with or lower than earlier projections. Thus, where *Projections 92* projected that employment in San Francisco would increase to 683,150 jobs in 2010, and *Projections 96* projected that San Francisco employment will reach 623,100 in 2010, the SFRA projections anticipate that San Francisco employment would reach 665,300 in 2015. These comparisons suggest that the earlier projections, used indirectly as the basis of the analysis of the *Ferry Building Renovation Project*, overstate or predict growth that is generally consistent with current projections. In other words, the current analysis uses future projections that are sufficiently large that they safely include growth that is anticipated as a result of current proposals and recent development activity.

Table 10 shows the results of the detailed intersection LOS analysis for the study intersections in Year 2015. The *TSS EIR* included all the Ferry Building study intersections; the future forecasts for the study intersections were obtained from that EIR. As stated previously, these forecasts were derived from the MTC regional travel demand model, which was based on employment and population data from ABAG's *Projections 1992* which are conservatively high compared to *Projections 1996*.

The intersection capacity analysis assumed the following configuration of the Mid-Embarcadero section of the roadway. On Saturdays and other non-peak times, there would be two travel lanes and a parking lane. During peak hours, the parking lanes would become a third travel lane in both the southbound and northbound directions, between Folsom Street and Broadway. There would be two through lanes in both the northbound and southbound directions at Broadway, Mission, Howard, Folsom and Harrison Streets. These intersections would be signalized and have 80-second cycle lengths. Because of the improvements to signal timing, the LOS of local intersections such as The

Embarcadero Roadway at Harrison Street is expected to improve, reflected in Table 10. The results of the analysis show that in Year 2015, the intersection of The Embarcadero Roadway and Broadway would operate at LOS D. All other intersections would operate at LOS C or better. On Saturday, all intersections would operate at LOS C or better. These are considered acceptable Levels of Service.

Parking

Based on the existing occupancy level, the Ferry Building has a current total parking demand of about 106 parking spaces. Table 11 shows the total parking demand by occupied use for the *Retail* and *Office Scenarios*. Table 12 shows the net parking demand by occupied use for the *Retail* and *Office Scenarios*.

The *Retail Scenario* would generate demand for about 599 parking spaces, mostly for retail and entertainment uses that require short-term parking. Almost 90 percent of the total project parking demand (525 spaces) would be for short-term parking related to the new retail/restaurant/club and entertainment/cultural uses that would occupy the site.

The *Retail Scenario* would generate a net parking demand of about 493 parking spaces. Under the *Retail Scenario*, the Port of San Francisco and one of its existing major tenants, The World Trade Club, could re-occupy space in the Ferry Building. If these existing tenants were to re-occupy the same amount of space, the total new parking demand under the *Retail Scenario* would be reduced by about 62 spaces (i.e., the current parking demand generated by these uses), for a total parking demand of about 537 spaces. This short-term parking demand would occur primarily during evening, nighttime, and weekend periods.

The *Office Scenario* would generate demand for about 233 parking spaces: 155 long-term spaces and 118 short-term spaces. This parking demand correlates to about 52 more long-term spaces and 78 more short-term spaces than currently exist. The *Office Scenario* would generate a net parking demand of about 127 parking spaces. Assuming that the Ferry building is re-occupied by all of its existing major tenants (i.e. the Port, the World Trade Club, and the Law Offices of Limbaugh and Limbaugh), total new parking demand under the *Office Scenario* would be reduced by about 79 spaces (i.e., the current parking demand generated by these uses), for a total parking demand of about 154 spaces.

In the vicinity of the Ferry Building, the *Mid-Embarcadero Roadway/Terminal Separator Structure Replacement Project* would affect future parking conditions in the study area by displacing a total of 518 on-street parking spaces, including the 79 metered spaces in front of the Ferry Building, 344 spaces in The Embarcadero Roadway median, 89 spaces adjacent to the Agricultural Building, and six spaces at Pier ½. This displacement of parking spaces would decrease existing Port operated spaces from 1,143 to 625. In addition, another 193 spaces may be lost by the Port in 1998, when the Pier 3 special parking permit from the BCDC is scheduled to expire.

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Table 11. Parking Demand by Occupied Use for the Retail and Office Scenarios¹.

Retail Scenario

Occupied Use	Gross Floor Area		Parking Demand (parking spaces)		
			Long-Term	Short-Term	Total
	Sq. Meters	Sq. Feet			
Office	4,831	52,000	23	3	26
Retail/Restaurant/Club	10,312	111,000	48	111	159
Entertainment/Cultural ²	5,574	60,000		414	414
Total Occupied Area	20,717	223,000	71	528	599

Office Scenario

Occupied Use	Gross Floor Area		Parking Demand (parking spaces)		
			Long-Term	Short-Term	Total
	Sq. Meters	Sq. Feet			
Office	12,356	150,000	68	8	76
Retail/Restaurant/Club	5,946	110,000	47	110	157
Entertainment/Cultural	0	0	---	---	---
Total Occupied Area	18,301	260,000	115	118	233

Source: Pittman & Hames Associates, May 1998

¹ Except for entertainment uses, parking demand estimates are based on *San Francisco Planning Department Guidelines for Environmental Review: Transportation Impacts* (July 1991), Appendix 5.2; and Citywide Travel Behavior Survey (CTBS) Distribution and Mode Split for Cultural Non-Work Trips in the C-3 District.

² Work trips do not separate daily entertainment work trips. Therefore, entertainment trips are assumed to be short-term, non-work trips.

Ferry Building Renovation Project

Table 12. Net Parking Demand by Occupied Use for the Retail and Office Scenarios.

		Parking Demand (parking spaces)			
		Retail Scenario		Office Scenario	
Occupied Use	Existing	Total	Net New	Total	Net New
Office	67	26	(41)	76	(9)
Retail/Restaurant/Club	39	159	120	157	118
Entertainment/Cultural		414	414		
Total Occupied Area	106	599	493	233	127

Table 13 shows the off-street parking spaces required for the proposed *Renovation Project* under Section 151 and 155 of the *San Francisco Planning Code (Planning Code)*. For the *Retail Scenario*, the *Planning Code* would require 705 off-street parking spaces, including 28 handicapped parking spaces and 35 bicycle parking spaces. For the *Office Scenario*, the *Planning Code* would require 589 off-street parking spaces, including 23 handicapped parking spaces; and 29 bicycle parking spaces.

It is difficult to determine the future demand for bicycle parking spaces that would be generated by the proposed *Ferry Building Renovation Project*. As noted below under Bicycle Facilities, bicycle access improvements in the project area could increase the demand for bicycle parking spaces. The Port of San Francisco would provide the bicycle parking spaces required by the *Planning Code* at a combination of locations at the Ferry Building and at the potential sites for off-street parking described below. It is difficult to predict whether the number of bicycle parking spaces required by the *Planning Code* and to be provided by the Port would be sufficient to meet demand. Any demand for bicycle parking spaces in excess of the number of bicycle parking spaces provided as part of the proposed *Renovation Project* would be a less than significant impact of the project.

Section 161(f) of the *Planning Code* allows for a reduction in off-street parking for projects located in the Waterfront Special Use District #1 (Section 240). Such a reduction could be granted based on the following three criteria: the estimated parking demand to be generated by the particular use contemplated; the service patterns of forms of transportation other than the automobile; the pattern of land uses and the availability of parking in the vicinity.

The Port could seek a reduction in required parking for the proposed *Renovation Project* based upon all three criteria: the estimated parking demand would be considerably less than the off-street parking required by the *Planning Code*; the proposed intermodal transportation resources at the Ferry Building and in the vicinity would provide alternative means of transportation; and an opportunity for shared parking exists in the project vicinity.

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Table 13. Off-Street Parking Required by Planning Code by Occupied Use for the Retail and Office Scenarios.

Occupied Use	Off-Street Parking Spaces Required by Planning Code	
	Retail Scenario	Office Scenario
Office	88	255
Retail	239	334
Restaurant/Club	123	---
Entertainment/Cultural	255	---
Total Required Spaces	705	589

Source: San Francisco Planning Code, Section 151; Pittman & Hames, June 1998

Table 14 shows the off-street parking spaces required by the Planning Code and the shortfall of parking spaces for the *Retail* and *Office Scenarios*. Because the proposed *Renovation Project* would not include any on-site parking facilities, the Port would have to meet its parking requirements off-site. A number of opportunities for off-street parking exist as shown below.

<u>Location</u>	<u>Type</u>	<u>Potential No. of Spaces</u>
Assessor's Block 202 (Washington, Drumm, Clay Streets)	underground	340
Former Gas Station (Washington Street)	surface	150
Piers 1 and 3	surface	<u>150</u> (combined)
Total Spaces		640

Source: Port of San Francisco

Although most of the parking required by the *Planning Code* could be met through the development of these locations, it is not likely that Assessor's Block 202 would be developed because of the construction costs associated with an underground parking facility. The other two locations have a combined potential capacity of 300 parking spaces, leaving a shortfall of 405 spaces for the *Retail Scenario* and 289 spaces for the *Office Scenario*. Based on existing occupancy levels at parking garages in the vicinity of the study area, the parking shortfall could be accommodated by privately-operated garages; the use of existing parking during evening, night-time, and weekend periods; and shared parking in the Washington Street, Pier 1, and Pier 3 lots. Parking demand would also be reduced by the availability of transit, intermodal connections, and linked trips.

BCDC policies discourage parking on piers when there are viable inland alternatives. BCDC would consider whether the development of Assessor's Block 202 as an underground parking garage is viable and should be pursued by the Port as an alternative to the use of Piers 1 and 3.

In summary, the shortfall of parking spaces would be a less than significant impact of the proposed *Ferry Building Renovation Project* because the project meets several criteria for a reduction in off-

street parking spaces required by the *Planning Code*; the shortfall of parking spaces could be accommodated by constructing parking facilities at three off-site locations and at existing private parking garages in the project area; and the demand for parking spaces would be reduced by the availability of transit and intermodal connections at the Ferry Building.

Ferry Building Renovation Project

Table 14. Parking Requirements and Shortfalls for the Retail and Office Scenarios.

Scenario	Code Required Parking	Estimated Parking Demand	Net New Parking Demand	Potential Off-Site Parking Spaces	Planning Code Shortfall	Parking Demand Shortfall	Net New Shortfall
Retail	705	599	493	300	405	299	193
Office	589	233	127	300	289	0	0

Transit

The *Office Scenario* would generate 119 outbound work transit trips, 53 inbound non-work transit trips, and 53 outbound non-work transit trips. The *Retail Scenario* would generate 78 outbound work transit trips, 179 inbound non-work transit trips, and 182 outbound non-work transit trips. Table 15 compares the net new person trips generated by the *Office Scenario*, *Retail Scenario*, and build-out of the Ferry Building Subarea to Alternative B in the *Waterfront Land Use Plan EIR* certified in January 1997 (*WLUP EIR*). The 130 new transit person trips generated by the *Office Scenario* would fall within the 204 new transit person trips forecast by the *WLUP EIR*. The 558 new transit person trips generated by the *Retail Scenario* would be greater than the new transit person trips forecast by the *WLUP EIR*.

Ferry Building Renovation Project

Table 15. PM Peak Hour Transit Trips for the Office and Retail Scenarios.

	Transit Person Trips
Existing	96
Office Scenario (Net New Trips)	130
WLUP (Net New Trips)	204
Retail Scenario (Net New Trips)	558

Source: Wilbur Smith Associates, October 1995 and May 1998

The cumulative Year 2015 transit analysis was based on the transit analysis in the 1998 *Mission Bay Plan Draft Supplemental EIR (Mission Bay SEIR)*, which assumed build-out of Mission Bay. Under 2015 cumulative conditions with 100 percent build-out of Mission Bay, three of four screenlines would be operating over 100 percent capacity. The northeast screenline would be at 112 percent, the southwest screenline would be 103 percent, and the southeast screenline would be at 101 percent.

The new Muni trips generated by the *Office Scenario* and *Retail Scenario* were compared to the new cumulative Muni trips in Year 2015 estimated in the *Mission Bay SEIR*. The new Muni trips generated by both the *Office Scenario* and *Retail Scenario* would fall within the new cumulative Muni trips estimated in the *Mission Bay SEIR*. The percentage of new cumulative Muni trips contributed by the *Retail Scenario* and *Office Scenario* would be 1.8 and 0.5 percent, respectively. Therefore, the proposed *Renovation Project* would contribute to significant cumulative Muni trip volumes, but would not itself generate a significant number of new Muni trips.

The Port is considering using Pier 1 as a relocation area for Port offices during construction of the *Renovation Project*. The Port is also considering a permanent relocation to Pier 1, which would make additional office space available for lease at the Ferry Building. The new Muni trips generated by the *Office Scenario* plus Pier 1 would fall within the new cumulative Muni trips estimated in the *Mission Bay SEIR*. The *Office Scenario* plus Pier 1 would contribute to the significant cumulative Muni trip volumes, but would not itself generate a significant number of new Muni trips.

Pedestrian Circulation

By the Year 2015, improvements would have been made for the *Mid-Embarcadero Roadway/Terminal Separator Structure Replacement Project*. The most significant improvements would be a 60-foot wide promenade in front of the Ferry Building; 80-foot wide crosswalks at Market Street; 20-foot wide crosswalks at Mission Street, Washington Street, and the north end of the Ferry Building; and MUNI layover zones on The Embarcadero Roadway adjacent to the Ferry Building. Under Existing Plus Project and Year 2015 conditions, all pedestrian walkways would remain at LOS A during the PM peak hour. On Saturdays, all pedestrian walkways would operate at LOS A with the exception of the crosswalks at the intersection of Washington Street and The Embarcadero Roadway. These crosswalks would operate at LOS B (for both Existing Plus Project and Year 2015 conditions). The San Francisco Planning Department considers these Levels of Service for pedestrian walkways acceptable.

The proposed *Renovation Project* would improve the amount and quality of public access through the Ferry Building. The proposed east-west corridor (Main Hall) would create a central lobby/passageway which would improve access to the interior of the Ferry Building, and enhance intermodal access between the ferries on the east and other transit on the west side of the building. Pedestrian congestion in the passageway would be LOS A.

Bicycle Facilities

The *Renovation Project*, in combination with the *Downtown Ferry Terminal Project*, *Mid-Embarcadero Roadway/Terminal Separator Structure Replacement Project* and the *San Francisco Bicycle Plan* would affect bicycling conditions in the project vicinity. By widening pedestrian/bicycling lanes, providing more spacious crosswalks, and designating specific lanes for bicycles, these projects would improve bicycle access to and around the Ferry Building. With the increased accessibility afforded by these projects, this section of the waterfront may become a more popular destination for cyclists, resulting in the need for additional bicycle facilities.

Construction

Construction of the proposed *Renovation Project* is expected to begin in 1999 and will take approximately two years to complete. The construction zone will likely extend for a distance of 20 to 25 feet from the outer perimeter of the Ferry Building footprint, necessitating the closure of portions of the existing pedestrian walkways.

The *Mid-Embarcadero Roadway/Terminal Separator Structure Replacement Project* would be under construction when construction of the *Renovation Project* begins. The Embarcadero Roadway improvements would be coordinated with the *Renovation Project* construction, and any necessary provisions for construction, including traffic access, would be included in the plans and specifications for The Embarcadero Roadway improvements.

Based on the preliminary construction truck delivery schedule, it is estimated that during the peak of construction, the proposed *Renovation Project* would generate approximately 35 daily truck trips, with four trips (two in, two out) during the PM peak hour. New vehicle trips would be generated by delivery trucks and construction workers commuting to and from the project site. It is estimated that more than 30 percent of the construction workers would take transit to and from work.

All trucks and vehicles would access the project site via The Embarcadero Roadway. The potential exists for short-term adverse impacts to traffic flow on local streets caused by the slower movements and larger turning radii of trucks. The impact of trucks on traffic flow would be somewhat greater during the peak hours than during off-peak hours. However, to the extent that delivery trucks do not block any of the travel lanes on the project frontage, construction activities for the proposed *Renovation Project* would have a small and less than significant impact on traffic flow.

Improvement Measures

Implementation of the following improvement measures would reduce the less than significant demand for new parking spaces or minimize effects on the existing parking supply in the study area as a result of operation of the proposed *Renovation Project*:

1. Designate a Transit Coordinator to encourage transit ridership among Port of San Francisco employees, tenants, major employers in the project area, and visitors.
2. Make off-street parking under the jurisdiction of the Port of San Francisco available to Ferry Building visitors during weekday evenings and/or weekends.

Implementation of the following improvement measures would reduce the less than significant potential demand for bicycle parking spaces at the Ferry Building during operation of the proposed *Renovation Project*:

1. Provide Class I bicycle racks for employees of Ferry Building tenants and Class II bicycle racks for Ferry Building visitors. Class I bicycle racks secure bicycles by means of bicycle lockers, a bicycle room, and guarded or monitored bicycle parking or valet or check-in bicycle parking. Class II bicycle racks secure bicycles by locking the bicycle frame and one or both wheels with a U-shaped lock and support bicycles without damaging them.

Implementation of the following improvement measures would reduce the less than significant impacts of truck traffic during construction of the proposed *Renovation Project*:

1. Schedule hauling-off of demolition debris and excavated material to occur from 8:30 AM to 11:30 AM and from 1:00 PM to 4:00 PM. Schedule deliveries of construction materials, concrete, and bulky items for mornings prior to 7:00 AM and from 10:00 AM to 2:00 PM. Schedule minor deliveries by pick-up trucks to occur throughout the day in front of the Ferry Building.

D. Air Quality

Environmental Significance Checklist Questions 15-18 and 51

Construction Phase

Analysis of construction phase air quality impacts is based on several assumptions: construction activities would take place within the existing footprint of the Ferry Building, soils would not be exposed as part of the construction activities, existing above-ground parking lot surfaces would not be removed, and outdoor construction-related activities would be restricted to staging areas.

Construction phase air emissions of volatile organic compounds (VOC), nitrogen oxides (NO_x), and CO would result primarily from two exhaust sources: construction worker vehicle trips and operation of construction equipment. Fugitive dust is expected to be emitted from interior and exterior renovation of the building. See the Hazardous Materials section for a discussion of asbestos emissions during project construction.

Construction activities would entail the use of jackhammers, cranes, concrete mixers, small front end loaders, debris and materials trucks and a wrecking ball. Overall, construction is expected to last about 24 to 30 months. Interior demolition would occur in two phases of about 8 and 12 weeks, respectively. Interior demolition activities to create a more open floor plan would take place on the second and third floors of all bays. Historic marble walls, mosaic floors, brick archways, window sills, and currently exposed trusswork would be retained, as well as any other historic elements that date from the building's original construction.

Project construction emissions have been calculated based on emission factors for various types of construction (Table 16). Based on the calculations, emissions during the construction phase would be below the established Bay Area Air Quality Management District (BAAQMD) significance threshold of 150 pounds (lbs)/day [68 kilograms (kg)/day] for hydrocarbons and particulates and of 550 lbs/day (249 kg/day) for CO.

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Table 16. Estimates of Daily Air Pollutant Emissions During the Construction Phase.

Construction Type	Area/ Volume	Emissions/Day (pounds) ^{1,2}			
		ROG ³	NO _x ⁴	CO ⁵	PM ₁₀ ⁶
Office	52,000 ft ²	0.26	0.26	3.48	--
Retail	82,000 ft ²	0.25	0.33	3.12	--
Restaurant	29,000 ft ²	0.17	0.17	1.91	--
Entertainment	60,000 ft ²	0.30	0.30	2.94	--
Other ⁷	49,000 ft ²	0.25	0.25	2.89	--
Demolition ⁸	1,350 ft ³	--	--	--	0.6
Total Emissions/Day (Pounds)		1.23	1.31	14.3	0.6

- Notes:
- ¹ Emission factors are in lbs/day-1,000 ft² for construction activities, except PM₁₀, which is in lbs/day-ft³ debris generated by demolition.
 - ² Calculation methods and emission factors from South Coast Air Quality Management District, *Draft CEQA Air Quality Handbook*, May 1992.
 - ³ ROG = Reactive Organic Gases.
 - ⁴ NO_x = Nitrogen oxides.
 - ⁵ CO = Carbon monoxide.
 - ⁶ PM₁₀ = Particulate matter.
 - ⁷ Includes all associated public spaces. Conservative "Business Park" emissions factor applied.
 - ⁸ Calculation represents "average" based on total of 5,000 cubic yards of debris removed over 20-week period.

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Table 17. Daily Air Pollutant Emissions From Vehicular Trips Under Existing Conditions and Operation of the Proposed Project.

Land Use	Existing Emission Rate ¹ /Proposed Future Emission Rate ²				
	TOG ³	CO	NO _x	PM ₁₀	SO _x
Cultural/Entertainment ⁴	--/56	--/400	--/44	--/5	--/3
Restaurant/Club	105/68	687/483	73/54	7/6	4/4
Regional Retail over 50k sf	3/38	17/273	2/30	<1.0/3	<1.0/2
Office	<u>156/24</u>	<u>1,109/184</u>	<u>97/17</u>	<u>9/2</u>	<u>6/1</u>
Total	264/186	1,813/1,339	172/145	16/16	10/10
Existing/Proposed Future Emissions Change	(78) ⁵	(474)	(26)	<1.0	<1.0

- Notes:
- ¹ Emission rates shown in parentheses have a negative value.
 - ² Existing emission rates based on 1995 winter (worst-case) emission factors.
 - ³ Proposed future emission rates based on 1999 winter (worst-case) emission factors.
 - ⁴ TOG = Total Organic Gases.
 - ⁵ No existing emission rates because land use not currently occurring at site.
 - ⁶ Equivalent value for ROG = (71).

Building Operation Phase

Although the proposed *Renovation Project* would reduce the usable square footage in the Ferry Building, changes in the proportions of land use types in the building could result in greater associated transportation requirements. Land use type changes include additional retail space, which would (without mitigation) generate an increase in passenger vehicle traffic. In addition, motor vehicle emissions could increase due to increased deliveries to retail businesses. A new pattern for delivery traffic and the relocation of truck delivery areas could increase idling time and exhaust emissions.

The principal air quality impact of the proposed *Renovation Project* would be increased exhaust emissions from employee and visitor vehicle trips. Also, an increase in the use of other (land and water based) public transportation modes is expected to occur after long-term operation of the project. Estimated vehicle emissions during operation of the proposed project were calculated using the California Air Resources Board's URBEMIS model and daily trip rate and work/non-work trip ratio values (Version 5, July 1995; Table 17). The vehicle trip value used for the Cultural/Entertainment and Regional Retail categories was reduced by 80 percent to adjust for the likelihood that customers would arrive by public transportation instead of automobile. These adjustments in vehicle trips are justified, since the *Renovation Project* would improve connections to multi-modal transit services and passenger facilities, and is expected to result in an increase in ferry service. Also, due to the fact that vehicle parking is limited in the area and the Ferry Building is a transit terminal, the new entertainment and retail uses are expected to draw customers from Ferry Building employees and terminal passengers.

The results of the URBEMIS modeling indicate that the exhaust emissions from vehicles generated by the proposed project would be equal to or less than the existing exhaust emissions from vehicles generated by the existing uses in the Ferry Building. Although the proposed project would result in an increase in vehicle trips and in use of fuel for vehicle trips, technological improvements in vehicle exhaust systems account for the lower or unchanged vehicle emissions under the proposed project. The net vehicle emissions during project operation would not exceed BAAQMD thresholds.

CO emissions resulting from the operation of the project were not monitored because the impact assessment for the *Mid-Embarcadero Roadway/Terminal Separator Structure Replacement Project* indicates that the cumulative CO emissions in the project vicinity in 2015 during the P.M. peak hour would be one-third the California CO standard.

No alteration of local air movement is expected as a result of the proposed project, since the project does not involve an increase in the number of building levels or in the building footprint. Similarly, because the proposed uses for the building are office and retail, no objectionable odors are expected to be generated by the proposed project.

E. Visual Quality and Aesthetics

Environmental Significance Checklist Questions 21 and 50

During construction of the proposed *Ferry Building Renovation Project*, the renovation activities on the exterior of the clock tower and northern, southern, and western facades of the Ferry Building would impact the quality of views to the building by residents, employees, motorists, and pedestrians in the project area. Scaffolding, construction equipment, and other temporary structures and materials

used during the renovation process would be visible from nearby apartment buildings, office buildings, roadways, and public spaces. Pedestrians at closer range would also be able to view construction activity in the arcade areas on the western and eastern facades of the building. Although the renovation activities on the Ferry Building would be noticeable, the impact on the visual quality of views to the building would be less than significant because the activities would be temporary, not obstruct views to the building, and not create an aesthetically offensive site open to public view.

The proposed *Renovation Project* would result in a beneficial visual and urban design impact by enhancing the historical, architectural, and structural integrity of the Ferry Building, a Landmark and identified scenic resource. The proposed exterior alterations would remove structural additions which, over time, have detracted from the historic and architectural integrity of the building; and would restore key architectural features of the building. These exterior alterations, along with the proposed interior modifications, would restore the building closer to its original condition. After the proposed *Renovation Project* has been completed, viewers would see improved symmetry, consistency of design elements, and other evidence of renovation of the Ferry Building. Pedestrians at closer range would also view a more emphasized entryway through the building to the Ferry Plaza and San Francisco Bay. Long-range and short-range views of the Ferry Building from the Bay would be enhanced by the improvements on the eastern facade of the building. When viewed from the Bay, the design changes would present a consistently balanced appearance and offer a view of the passageway through the building to The Embarcadero Roadway and beyond. Overall, the proposed alterations would improve the visual appearance of the Ferry Building and enhance it as an important element of the San Francisco waterfront.

The proposed *Renovation Project* would not result in any change in shadowing by the Ferry Building because it would not result in any change in the mass, bulk, or height of the building. As the project does not include new lighting, it would not result in an increase in light and glare in the project area.

F. Biological Resources and Water Quality

Environmental Significance Checklist Questions 4, 11, 13-14, 22-29, 49, and 52

The area of proposed construction work for the *Ferry Building Renovation Project* would be confined to the existing footprint of the Ferry Building, a site that is disturbed and contains structures and other development. No construction is proposed in the Bay open water. Therefore, the project would not result in the use of any publicly-owned land from a park, recreation area, or wildlife or waterfowl refuge. Furthermore, the project would not affect any wild or scenic rivers or natural landmarks; would not involve the introduction of new species or plants into the project area; and would not result in a reduction in acreage of agricultural crops, timber stands, or prime farmland of State or local importance.

No direct, physical alteration of existing wildlife habitat, displacement of plant or animal populations, changes in animal productivity, or physical harm to sensitive plant or animal species is anticipated as a result of the proposed *Renovation Project*. As the proposed *Renovation Project* would not involve construction work over or in the open water or on the pile foundation, the biological impacts of the proposed project would be limited to potential short-term impacts on water quality. These impacts would be the result of accidental discharge of construction debris or spills of petroleum products or other hazardous materials into San Francisco Bay during project construction. The direct impacts of discharge into the Bay could include localized deterioration of Bay water and temporary or permanent

disturbance of marine animals, particularly fish and benthic organisms. The indirect impacts could include alteration of habitat, population displacement or migration, or changes in productivity or mortality of marine animals. These direct and indirect impacts would be confined to a specific site of Bay discharge within the boundary of the Ferry Building. These temporary effects on biological resources and water quality would be less than significant impacts of the proposed project. The potential for, and impacts of, accidental debris discharge or hazardous materials spills could be reduced by implementing standard construction techniques for containment of debris and hazardous materials spills.

If it is determined in the future that the seismic retrofit of the Ferry Building would require repair of the pile foundation, permits for work in the Bay would be required from local, state, and federal agencies. Potential future construction activities, including repair of the building foundation, which would necessitate further environmental review and permits are described in *San Francisco Ferry Building Renovation and Historic Rehabilitation: Biological Science* (Resource Management International, Inc., 1996). Pile repair work could impact marine plants and animals in the Bay. Repair work on the foundation that involves removing piles or otherwise disturbing bottom sediments could impact aquatic plants, algae and other phytoplankton, aquatic animals, and benthic (bottom-dwelling) plants and animals. These impacts would be the direct or indirect result of increase in water turbidity, decrease in water oxygen content, dislodging of organisms, disturbance or removal of bottom sediments, burial of organisms, or change in community structure of benthic organisms. These temporary effects on biological resources would be less than significant impacts of the proposed project.

In addition, the San Francisco Regional Water Quality Control Board (RWQCB) would require a stormwater permit (General Permit for Storm Water Discharges Associated With Construction Activity) for the proposed *Renovation Project* because the project involves construction activities affecting five or more acres. One of the requirements of this stormwater permit is that owners of construction sites develop and implement a Stormwater Pollution Prevention Plan (SWPPP) to help identify sources of sediment and other pollutants that affect the quality of storm water discharges, and to describe and ensure the implementation of practices to reduce sediment and other pollutants in storm water discharges. The SWPPP also includes the names and telephone numbers of individuals involved in construction on the project site and designates those individuals to be contacted in emergencies. The document is dynamic and can be changed as needed during the construction phase of a project. The RWQCB would require that the Port of San Francisco prepare a SWPPP for the proposed Renovation Project prior to the start of project construction.

Mitigation Measures

Recommendations

Implementation of the following recommendations would reduce the impacts on biological resources and water quality as a result of operation of the proposed *Renovation Project*:

1. Prior to project construction, the Port of San Francisco, in cooperation with the San Francisco Public Works Department and San Francisco Fire Department, shall prepare a construction debris and spill containment plan to address the special problems associated with removing debris and managing spills of petroleum products or other hazardous materials during project construction. The debris and spill containment plan shall be incorporated into the construction specifications for the proposed project.

G. Socio-economic Impacts

Environmental Significance Checklist Questions 33, 37-39, and 47

The proposed *Ferry Building Renovation Project* does not include a residential component; therefore, it would not affect existing housing, require the acquisition of residential improvements, or the displacement of people. The project involves redevelopment of the existing Ferry Building to upgrade the existing space for office and retail development, and as such it is not expected to create an additional demand for housing. The project is expected to increase the property value of the Ferry Building as part of the overall improvements to the waterfront and The Embarcadero Roadway. The impacts to the local economy are planned as part of the Waterfront Land Use Plan adopted by the City of San Francisco.

The proposed *Renovation Project* would affect Ferry Building tenants and may require the displacement of the Port of San Francisco and other tenants. The rehabilitation process may allow some tenants to remain during or following reconstruction. If the restoration process occurs in phases, some existing tenants would be able to relocate within the building as phases of rehabilitation are completed. The exact impact on each specific tenant will not be determined until final restoration plans are complete. However, alternative locations for all tenants subject to possible displacement have been examined.

In preparation for the *Renovation Project*, the Port of San Francisco has been writing month to month or short-term leases which expire prior to 1999. Four exceptions are Limbach and Limbach, the World Trade Center, Amtrak, and Omar's Café whose leases expire in 2004, 2006, 2005, and 2000 respectively.

Relocation Resources

The majority of the displaced tenants would likely relocate to the Financial District, South of Market Area (SOMA), or the Jackson Square. Of the 47.7 million square feet of office space in these market areas, 5.5 percent are currently vacant and available for lease. A survey administered to the Ferry Building tenants show that they preferred to relocate to the City's downtown, near their current location. The *Draft Relocation Impact Report* contains this survey and describes the Ferry Building tenants' preferences for relocation space.

Annual full-service rent paid by Ferry Building tenants range from a low of \$9.60 to \$24.60 per square foot. The average is \$15.48 per square foot. Lower rents are charged for interior spaces without windows, while spaces with water or street views cost more. Tenants also pay possessory interest tax, in lieu of real estate taxes, which ranges from \$0.17 to \$7.68 per square foot per year. On average, this adds an additional \$0.40 to \$0.45 per square foot to the annual rent. Please refer to the *Draft Relocation Impact Report* for further details on tenant rents.

There is currently space available for office and retail tenants in downtown area submarkets which can accommodate displaced Ferry Building tenants, although the market is considerably more tight than it was five years ago. The rents in possible relocation areas range from \$12 to \$24 per square foot depending on quality of finish, age, architectural style, views, features and services. The office buildings in the downtown area offer a wide selection of alternatives within a price range similar to that for the Ferry Building.

There are currently 81 tenants in the Ferry Building that occupy less than 1,000 square feet. These tenants may require assistance (beyond that provided by Relocation Assistance Programs) to locate alternative facilities. Landlords in the Financial District prefer tenants who require more than 1,000 square feet, and real estate brokers are reluctant to take on these tenants as clients. Small tenants are generally regarded as poor credit risks and/or as difficult to manage. Brokers receive less commission with small tenants, since fees are based on the size the space leased.

The displacement of numerous Ferry Building tenants that occupy less than 1,000 square feet as a result of the proposed *Renovation Project* would be a significant impact of the proposed project that would not be a significant impact of the proposed project because the San Francisco Central Relocation Services Agency would assist these tenants in relocating to other areas of San Francisco.

The San Francisco Central Relocation Services Agency informs businesses subject to relocation of their rights, entitlements and eligibility under the *Uniform Relocation Assistance and Real Property Acquisition Act* of 1970. All displacees would receive the federal booklet entitled "*Your Rights and Benefits as a Displaced Person under the Federal Relocation Assistance Program*." In connection with this effort, each tenant would be notified of the relocation services available, including: explanation of the relocation program; completion of relocation program forms; calculation of monetary entitlements; and general advisory assistance to answer questions on relocation program components.

The San Francisco Central Relocation Services Agency reviews the relocation assistance benefits with each displacee at the time of the first relocation assistance call. Building tenants would be provided with referrals to replacement sites and/or commercial real estate brokerage firms with expertise in downtown district areas. These brokerage companies may list appropriate comparable properties and/or provide tenant representation services. Assistance in the inventory of tenant owned fixtures and equipment is also available.

All eligible business and non-profit agencies can seek reimbursement from the Port for the costs associated with moving their personal items to their new location. These benefits include reprinting stationary and reconnection and reinstallation of trade fixtures, telephone equipment and other related items. Search expenses in locating a new site may be compensated, if properly documented. Under the *Reestablishment Expense Rule*, other qualified and properly documented expenses are eligible for payment. Eligible businesses may be entitled to an increased-costs-of-operating payment which could offset higher lease rates paid at a new location. All businesses and non-profit organizations may be eligible for a fixed payment in lieu of actual moving expenses, personal property losses, and search expenses.

H. Cultural Resources

Environmental Significance Checklist Questions 2, 40, and 48

As the Ferry Building is listed on the National Register of Historic Places, any modification of the building must be consistent with the Secretary of the U.S. Department of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Standards and Guidelines)*. The proposed *Ferry Building Renovation Project* is consistent with the *Standards and Guidelines*.

The proposed project does not involve modifying the foundation or piles of the Ferry Building. Therefore, construction of the proposed project would not impact archaeological resources below the

building, including the New Seawall. If it is determined in the future that seismic retrofit of the building would require substantial replacement of the foundation, particularly on the west side of the building; or if the *Renovation Project* is changed to include improving or otherwise modifying the Ferry Building foundation or piles, construction of the proposed project could have a significant adverse impact on archaeological resources that would be reduced to a less than significant level if the mitigation measures listed below were implemented.

Under the 1990 *Native American Graves Protection and Repatriation Act*, in the event that structural modifications below the first floor of the Ferry Building are necessary, and in the unlikely event that human remains are recovered, no further excavation or disturbance of the site or of any nearby area reasonably expected to overlie adjacent human remains shall be conducted until: a) the San Francisco Coroner's Office has been informed and has determined that no investigation of the cause of death is required; b) if the remains are of Native American origin, the Coroner notifies the Native American Heritage Commission in Sacramento; the Native American Heritage Commission (Commission) notifies the Most Likely Descendant (MLD) of the deceased Native American(s); and the MLD makes recommendations for the excavation work; with appropriate dignity, means of treating or disposing of the human remains and any associated grave goods as provided by Section 5097.98 of the Public Resources Code; or c) if the remains are of Native American origin, the Native American Heritage Commission is unable to identify an MLD or the MLD fails to make a recommendation within 24 hours after being notified by the Commission.

If the proposed *Renovation Project* is changed to include improving or otherwise modifying the Ferry Building foundation or piles, implementation of the following mitigation measures would reduce impacts to archaeological resources to a level of non-significance:

Mitigation Measures

1. In the event that structural modifications below the first floor of the Ferry Building are necessary, the project sponsor shall retain the services of an archaeologist. The archaeologist shall evaluate the potential impacts to the New Seawall or other potential archaeological resources. The archaeologist would first determine, in conjunction with the Environmental Review Office (ERO), whether he/she should instruct all excavation and foundation crews on the project site of the potential for discovery of archaeological resources, and the procedures to be followed if such resources are uncovered.

The archaeologist shall then design and carry out a program of on-site monitoring of all ground disturbing activities, during which he/she shall record observations in a permanent log. Whether or not there are archaeological finds of significance, the archaeologist shall prepare a written report on the monitoring program that shall be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor shall designate one individual on site as his/her representative. This representative shall have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of archaeological resources of potential significance be found during the monitoring program, the archaeologist shall immediately notify the ERO, and the project sponsor shall halt any activities which the archaeologist and the ERO jointly determine could damage such archaeological resources. Ground disturbing activities which could damage archaeological resources shall be suspended for a total maximum of four weeks over the

course of project construction to permit inspection, evaluation, recommendation, and retrieval of archaeological finds.

After notifying the ERO, the archaeologist shall prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which shall contain an assessment of the potential significance of the archaeological finds and recommendations for what measures shall be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO shall recommend specific additional mitigation measures to be implemented by the project sponsor.

Mitigation measures might include a site security program; additional on-site investigations by the archaeologist; and/or documentation, preservation, and recovery of archaeological material. Finally, the archaeologist shall prepare a draft report documenting the archaeological resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

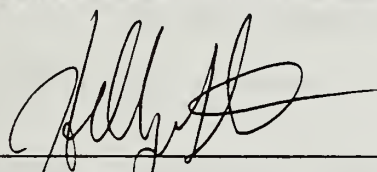
Copies of all draft reports prepared according to this mitigation measure shall be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report shall be sent to the President of the Landmarks Preservation Advisory Board, California Archaeological Site Survey Northwest Information Center, and agencies involved in overseeing the proposed *Ferry Building Renovation Project*. Three copies of the final report shall be submitted to the ERO. Significant archaeological artifacts and samples shall be curated in an appropriate facility or displayed with appropriate interpretation in the public areas of the Ferry Building.

Chapter VI

Mandatory Findings of Significance

The findings of no significant impact in response to questions 53 to 56 of the Environmental Significance Checklist are based on the discussions of the potential environmental impacts of the proposed *Ferry Building Renovation Project* and the recommended mitigation measures presented in Chapter V of this Initial Study/Environmental Assessment.

ENVIRONMENTAL SIGNIFICANCE CHECKLIST	YES OR NO	IF YES, IS IT SIGNIFICANT?
53. Does the project have the potential to substantially degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?	NO	
54. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.)	NO	
55. Does the project have environmental effects which are individually limited, but cumulatively considerable? Cumulatively considerable means that the incremental effects of an individual project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects. It includes the effects of other projects which interact with this project and, together, are considerable.	YES	NO
56. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?	NO	



Environmental Review Officer
Department of Planning, City and County of San Francisco

8/8/98
Date

Chapter VII

Consultation and Coordination

During the planning phase of the proposed *Ferry Building Renovation Project*, coordination meetings were held to facilitate consultation, cooperation, and coordination among public agencies. Table 18 is a summary of the coordination events.

Ferry Building Renovation Project

Table 18. Summary of Public Involvement and Agency Consultation and Scoping Processes.

Date	Body of Organization	Purpose
2/21/95	Mailing sent by Office of Environmental Review (OER) to all tenants and affected parties (600 notices sent)	Notification of Environmental Review
1/31/95	Project Team	Environmental Document
12/7/94	Project Team	Environmental Document
12/1/94	San Francisco Planning and Urban Research (SPUR)	Alternatives Findings
11/14/94	Bay Conservation and Development Commission (BCDC) Design Review Board	Review Conceptual Alternative Designs
11/8/94	Election - Prop. P passed with 65% of votes cast (119,000 votes cast in favor)	Allow project to move ahead prior to completion of Waterfront Plan
9/27/94	Port Commission	Feasibility Study – Alternatives Presentation
9/14/94	Rincon Point South Beach Citizen Advisory Committee (CAC)	Ballot Exemption
9/13/94	Commission on the Environment	Ballot Exemption
8/17/94	Landmarks Preservation Advisory Board	Ballot Exemption
7/19/94	Board of Supervisors - Govt. Efficiency and Labor Committee	Ferry Building EIR Consultant

Date	Body of Organization	Purpose
7/12/94	Port Commission	Approval of EIR Consultant Selection
6/23/94	Stakeholder Meetings	Community Outreach - Presentation of Alternatives
6/23/94	Community Workshop/Port Commission	Community Outreach - Presentation of Alternatives
6/20/94	Civil Service Commission	Approval of EIR Consultant Selection
6/6/94	Mid-Embarcadero Open Space Committee	Conceptual Design Presentation
4/28/94	Pre-proposal Conference - EIR Consultant	Contracting
4/20/94	Board of Supervisors Budget Committee	Release of reserve funds - \$250,0000 supplemental appropriation
4/5/94	Board of Supervisors - Govt. Efficiency Committee	Grant Approval - 2nd TEA (\$1.0 million)
3/24/94	Community Workshop	Project Overview – Goals of Study
3/7/94	Foundation for San Francisco Architectural Heritage	Project Overview – Goals of Study
3/2/94	Landmarks Preservation Advisory Board	Project Overview – Goals of Study
2/15/94	Stakeholder Interviews	Project Overview – Goals of Study
1/19/94	Waterfront Plan Advisory Board	Project Overview
10/14/97	Port Commission	Approval of Modification to design, Engineering and Financial Consulting Contract.
1/8/98	Ferry Building Advisory Group	Project Overview / Objectives
1/20/98	Ferry Building Advisory Group	Project Overview / Objectives
2/5/98	Ferry Building Advisory Group	Project Overview / Objectives
2/19/98	Ferry Building Advisory Group	Project Overview / Objectives

Date	Body of Organization	Purpose
3/12/98	Ferry Building Advisory Group	Project Overview / Objectives
4/16/98	Ferry Building Advisory Group	Project Overview / Objectives
4/28/98	Port Commission	Authorize Issuance of Report for Developers' Qualifications and Proposals

Chapter VIII

List of Preparers

Name/Organization	Responsibility
Public Affairs Management Scott Steinwert Daniella Hamilton Mi Ae Kim	Initial Study/Environmental Assessment Visual Quality Assessment Historic Property Survey Report (HPSR) Section 4(f) Evaluation
Wilbur Smith Associates Michelle DeRobertis	Traffic and Circulation Analysis
Causby & Company Verna Mae Causby	Draft Relocation Impact Study
Resource Management International, Inc. Booker Holton	Air Quality Report Biological Science Report
AGS, Inc. Ed Slintak Bahram Khamenehpour	Draft Hydrology Report Draft Hazardous Waste Study and Site History Report
Holman & Associates Richard Ambro	Archaeological Survey (attachment to the HPSR)
Ward Hill	Finding of No Adverse Effect (attachment to the HPSR)

Appendices

Appendix 1

Approval Requirements and Related Plans and Policies

City and County of San Francisco

San Francisco Port Commission (Port)

The San Francisco Port Commission has jurisdiction over 12 kilometers (7.5 miles) of property on the waterfront, from Hyde Street Pier to India Basin. This includes the Ferry Building site. The Port holds and manages this land in public trust for the people of the State of California. The terms under which this property is managed are specified in the 1968 *Burton Act*, and the transfer of control from the State to the local jurisdiction is specified in the 1969 *Transfer Agreement*. Under the *Burton Act*, Port property must be used for purposes that further navigation, commerce, and fisheries. The San Francisco Port Commission oversees management of Port property. *Port Commission Resolution 87-96* specifies guidelines for review, approval, and mitigation of public-agency-sponsored projects on Port lands. Review and approval are required at the schematic design review, working design review, and final review/contract documents stages.

Other Departments

The Ferry Building is located in the Waterfront Special Use District #1, as provided for in Section 124(e) and 240.1(d) of the *San Francisco Planning Code*. Within this district, projects involving waterborne commerce and navigation are allowed as principal uses, and a Waterfront Design review process utilizing a Design Advisory Committee is required for other projects.

On November 4, 1986, the voters of San Francisco passed Proposition M, the *Accountable Planning Initiative*, which established eight *Priority Policies* (*Planning Code* §101.1). These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study (I/S) under CEQA, or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the *Priority Policies*. The San Francisco Planning Commission or Planning Department, during the review and approval process for the project, will make a determination of the project's conformance with the *Priority Policies*, and will so advise any other approving bodies, including the Port Commission and Board of Supervisors.

On November 8, 1990, the voters of San Francisco passed Proposition H, *The Waterfront Land Use Plan* (*Administrative Code* Chapter 61), which set forth the following policies: 1) the waterfront shall be reserved for maritime uses, public access, and projects which aid in the preservation and restoration of the environment; 2) where such land uses are infeasible or impossible, only acceptable non-maritime land uses, as set forth in the ordinance, shall be allowed; and 3) a waterfront land use plan shall be prepared, as set forth in the ordinance, to further define acceptable and unacceptable non-maritime land uses and to assign land uses for specific waterfront parcels. *Administrative Code*

§61.2(d) specifically stated the following: "No City agency or officer may take, or permit to be taken, any action to permit the new development of any non-maritime land use (except those land uses set forth in §61.4 [below] on the waterfront until the 'Waterfront Land Use Plan' has been completed. Non-maritime land uses existing, or which have all their necessary permits, as of January 1, 1990, shall be exempt from this limitation." The *Waterfront Land Use Plan* prepared as a result of this ordinance was adopted by the Port Commission on June 24, 1997.

On November 8, 1994, the voters of San Francisco passed Proposition P, amending *Administrative Code* §61.2(d) (Proposition H) by adding the following language: "Non-maritime land uses included in the following project shall be exempt from this limitation provided that the project shall be subject to all other applicable laws and regulations and that hotels are not permitted:

- (1) a project to restore two buildings on the San Francisco waterfront that are listed on the federal National Register of Historic Places as of January 1, 1994, specifically the Ferry Building and the Agricultural Building, while continuing the role of the Ferry Building area as a transportation center, and to improve the adjacent pier areas including existing structures, up to, but not including, any portion of Pier 1 on the north, and extending to include the pier area adjoining and south of the Agricultural Building; and
- (2) a project to improve the public boat launch and dock facility near Pier 52, if the non-maritime land use is limited to a retail and food service use of approximately 3,000 sq. ft. to serve the recreational boating and water use community."

It should be noted that the proposed *Ferry Building Renovation Project*, which was exempted from the moratorium by passage of Proposition P, only includes renovation and historic rehabilitation of the Ferry Building itself.

Northeastern Waterfront Element

The San Francisco Planning Commission is granted authority by the City Charter to review projects within their purview for consistency with the *San Francisco General Plan (General Plan)* and make findings as appropriate. If amendments to the *General Plan* are required, the Planning Commission would have to consider those amendments for action prior to concluding its review and findings. Some of the key objectives and policies of the *General Plan* (noted below) may be amended or integrated into a consolidated waterfront plan element, as part of the future implementation of the *Waterfront Land Use Plan*. These include:

- ***Objective 21:*** "To develop a mixture of uses which will provide a transition between the intense concentration of office activity in the downtown area and the recreation activities of the waterfront, which will generate activity during evenings and weekends to complement the weekday office uses in the adjacent downtown area."
- ***Objective 25:*** "To further develop the Ferry Building area as a major transit center, improving transit access by and transfers among the transit lines and systems, and reducing the impact of traffic systems on the area."
- ***Policy 1:*** "Restore and adaptively reuse the Ferry Building in general accord with the *Design Guidelines for the Restoration and Adaptive Reuse of the Ferry Building*, dated July 1978. Permit the addition of two new wings on the bay side of the building separated by a plaza. Create a central atrium and a galleria running the length of the building."

- *Policy 2:* "Reuse the Ferry Building as follows: predominantly commercial recreation (shops and restaurants) on the ground floor; predominantly offices on the second floor; predominantly office use on the third floor. Permit an additional partial fourth floor east of the existing nave for office use; limit its height to the height of the peak of the existing nave monitors."
- *Policy 5:* "Improve pedestrian access through the Ferry Building between the Golden Gate Ferry Terminal and the Embarcadero."

Bay Conservation and Development Commission (BCDC)

The *McAteer-Petris Act* of 1965, as amended, grants the San Francisco Bay Conservation and Development Commission (BCDC) permit authority over San Francisco Bay and over shoreline lands located within 35 meters (100 feet) of the bay. BCDC's management plan for San Francisco Bay has been certified by the Federal Department of Commerce as the Coastal Zone Management Program for the San Francisco Bay Segment of the California Coastal Zone Management Program pursuant to the Federal *Coastal Zone Management Act (CZMA)*. Under the *CZMA*, Federal projects and local projects that utilize Federal funding or require Federal approval must, to the maximum extent practicable, be consistent with a State's coastal management program if the project would affect the coastal zone. Thus, under the *CZMA*, BCDC's Federal regulatory authority may extend inland more than 35 meters (100 feet). The Ferry Building falls within BCDC jurisdiction, and BCDC approval would be required for this project.

Of primary concern to BCDC is the placement of "fill" in or over the Bay to support appropriate development. The agency has established strict standards for determining appropriate uses for the placement of fill. It only allows the placement of fill in the following cases: if necessary for public health, safety and welfare, for water-oriented uses, such as water-dependent industry and water-oriented recreation, to improve shoreline appearance and public access, and, if necessary, to repair, maintain or rehabilitate a structure that has been listed on the National Register of Historic Places.

BCDC is also concerned that projects which are located on or adjacent to water provide for maximum feasible public access to the Bay. BCDC applies control over site planning to ensure that public spaces, amenities, view corridors and publicly-accessible activities are maximized, and consistent with the scale, density and intensity of the project.

BCDC's planning and land use control guidelines are embodied in several key documents which apply to the Port of San Francisco, including: 1) The *San Francisco Bay Plan* (setting forth general regional policy for use and development of the Bay); 2) the *San Francisco Waterfront Special Area Plan* (a 1975 amendment to the *San Francisco Bay Plan* containing location-specific recommendations for future land uses); and 3) the *San Francisco Waterfront Piers 7 through 24 Total Design Plan* (a more detailed plan intended to guide development in the area).⁵

The *San Francisco Bay Plan*, *San Francisco Waterfront Special Area Plan*, and the *Total Design Plan*, are on file and available for public review at the San Francisco Planning Department, 1660 Mission Street.

California State Lands Commission

The California State Lands Commission (SLC) has jurisdiction over the lands granted in trust to the Port, and assesses a project's physical development program, economic assumptions and business offerings to ensure that the use is consistent with the public trust. In the past, the Commission has determined that several uses are not consistent with the public trust, including housing and certain commercial uses, such as non-maritime office space, private health clubs, etc.

The SLC has oversight authority with respect to property subject to the public trust, including the Ferry Building. Where the State has granted responsibilities for managing trust lands to a local agency, as is the case with Port property, the State Lands Commission does not usually become directly involved in leasing decisions for specific uses. However, to ensure that proposed developments are consistent with the public trust, certain land uses, such as non-maritime commercial office, are not permitted. The proposed *Ferry Building Renovation Project* would require a waiver from this provision, or a finding by the California State Legislature that the area of the Ferry Building proposed for non-maritime office space is no longer needed for trust purposes and that an exemption be granted.

Under the *Burton Act* and public trust doctrine, Port property may be found to be surplus to the needs of trust uses, and developed for other purposes consistent with the public interest, providing that revenue from that development be used for trust purposes. In addition, land may be freed from the trust, if it is exchanged with other non-trust land of equivalent or greater value to the trust.

The **OPERATIONS LEVEL METHODOLOGY**, which is described in the Transportation Research Board's *Highway Capacity Manual*, defines Level of Service (LOS) for signalized intersections in terms of delay. Technically, delay is the amount of time an average vehicle must wait at an intersection before being able to pass through the intersection. For signalized intersections, the relationship between LOS and delay is based on the average stopped delay per vehicle for a fifteen minute period.

LEVEL OF SERVICE 'A' - Delay 0.0 to 5.0 seconds

Describes operations with very low delay, i.e., less than 5 seconds per vehicle. This occurs when signal progression is extremely favorable. Most vehicles arrive during the green phase and are not required to stop at all.

Corresponding V/C ratios usually range from 0.00 to 0.60.

LEVEL OF SERVICE 'B' - Delay 5.1 to 15.0 seconds

Describes operations with delay in the range of 5 to 15 seconds per vehicle generally characterized by good signal progression and/or short cycle lengths. More vehicles are required to stop than for LOS 'A' causing higher levels of average delay.

Corresponding V/C ratios usually range from 0.61 to 0.70.

LEVEL OF SERVICE 'C' - Delay 15.1 to 25.0 seconds

Describes operations with delay in the range of 15 to 25 seconds per vehicle. Occasionally, vehicles may be required to wait more than one red signal phase. The number of vehicles stopping at this level is significant although many still pass through the intersection without stopping.

Corresponding V/C ratios usually range from 0.71 to 0.80.

LEVEL OF SERVICE 'D' - Delay 25.1 to 40.0 seconds

Describes operations with delay in the range of 25 to 40 seconds per vehicle. At LOS 'D', the influence of congestion becomes more noticeable. Many vehicles stop, and the proportion of vehicles not stopping declines. The number of vehicles failing to clear the signal during the first green phase is noticeable.

Corresponding V/C ratios usually range from 0.81 to 0.90.

LEVEL OF SERVICE 'E' - Delay 40.1 to 60.0 seconds

Describes operations with delay in the range of 40 to 60 seconds per vehicle. These high delay values generally indicate poor signal progression, long cycle lengths and high V/C ratios. Vehicles frequently fail to clear the intersection during the first green phase.

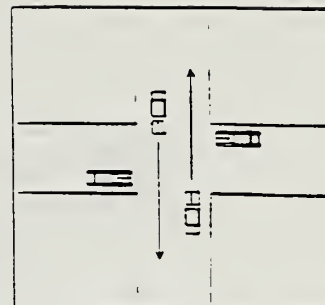
Corresponding V/C ratios usually range from 0.91 to 1.00.

LEVEL OF SERVICE 'F' - Delay 60.1 seconds plus

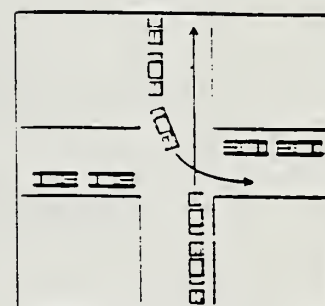
Describes operations with delay in excess of 60 seconds per vehicle. This condition often occurs with oversaturation, i.e., when arrival flow rates exceed the capacity of the intersection.

Corresponding V/C ratios of over 1.00 are usually associated.

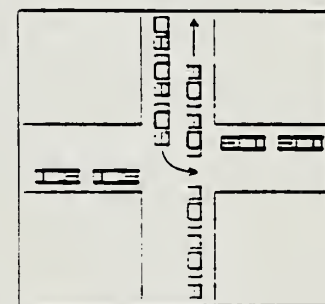
SOURCE: Transportation Research Board, "Operations Level Methodology: Signalized Intersections - Highway Capacity Manual, Report Special 209, 1985, Wilbur Smith Associates



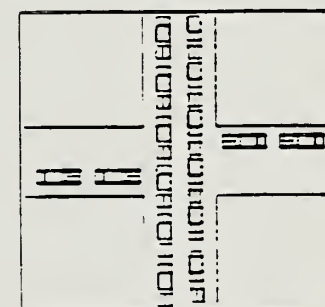
LOS 'A'



LOS 'C'



LOS 'D'



LOS 'F'

Appendix 3

Characteristics of Pedestrian Flow in a Homogeneous Stream

Quality of Flow	Conflicts	Square Feet per Person	Flow Rate ¹	Service Levels ²
Open	None	Over 530	Under 0.5	A
Unimpeded	Minor	530 – 130	0.5 – 2	A
Impeded	Some	130 – 40	2 – 6	A
Constrained	50% Probability	40 – 24	6 – 10	B
Crowded	High Probability	24 – 16	10 – 14	C
Congested	Unavoidable	16 – 11	14 – 18	*
Jammed	Unavoidable	11 – 2	18 – 25	*

Source: Pushkarev and Zupan, *Urban Space for Pedestrians*, Tables 3-6 and 3-7, MIT Press, 1975.

¹ Flow Rate = persons per minute per foot of walkway width

² Fruin, John J. *Designing for Pedestrians*, Metropolitan Association of Urban Designers and Environmental Planners, Inc., New York, NY, 1971.

* Exceeds design capacity for pedestrian areas

2. Methodology

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Q1	1.2	1.5	1.8	2.1	2.4	2.7	3.0	3.3	3.6	3.9	4.2
Q2	1.5	1.8	2.1	2.4	2.7	3.0	3.3	3.6	3.9	4.2	4.5
Q3	1.8	2.1	2.4	2.7	3.0	3.3	3.6	3.9	4.2	4.5	4.8
Q4	2.1	2.4	2.7	3.0	3.3	3.6	3.9	4.2	4.5	4.8	5.1

3. Results and Discussion

The results of the study are presented in the following table:

